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ABSTRACT

The third of a five-volume series, this volume consists of two empirical studies of organization development (OD) in school systems. Part 1 reports on information gathered from over 300 OD consultants in the United States and Canada regarding job title, work base, sex, geographical region, type of training, and nature and extent of OD work in schools since 1970. Part 2, which forms the major part of this volume, details the OD programs in 76 school districts. Data were gathered through questionnaires and telephone calls and subjected to multiple regression analysis. Information is presented on the characteristics of the districts, the nature of and approaches to district OD programs, operating issues, outcomes, and recommendations. The appendices reproduce the consultant and the school district questionnaires and list the statistical outcomes of the study. (Author/LD)

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OD IN SCHOOLS: THE STATE OF THE ART

VOL. III: OD CONSULTANTS/OD PROGRAMS IN SCHOOL DISTRICTS

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PREFACE

This study of the state of the art of Organization Development (OD) in education consists of a comprehensive assessment of the state of knowledge of OD in education and the nature and extent of use of OD in school districts in the United States and Canada. The study is divided into five separate volumes, all under the general title, OD in Schools: the State of the Art.

Volume I, Introduction, includes an introduction and overview of the project, and an executive summary of the main findings and conclusions of the different components of the study.

Volume II, Review of Reviews, assesses the state of knowledge of OD in the research literature by reviewing over fifty recent sources. This review concentrates on theoretically and empirically based overviews, comparative studies, commentaries and critiques of OD in general, and OD in education in particular. The review focusses on a review of reviews, but also includes recent major case studies of OD in education. The literature review involves four major themes or aspects of OD: 1) assumptions, values, goals and definitions of OD, 2) operating characteristics (conditions affecting entry, initiation and continuance of OD programs), 3) effects or impact, and 4) the future of OD.

Volume III, OD Consultants/OD Programs in School Districts, consists of two empirical studies of OD in school systems which we carried out. The first study involved identifying and gathering questionnaire data on over 300 OD consultants in education in the United States and Canada. Information was collected on the location, position, background, training, OD approaches and extent of activities of the consultants in working with school districts. Nominations were obtained from the consultants of school districts which they thought were involved in "sustained" (lasting a minimum of 18 months) OD programs. These nominations were used to construct a sample of school districts with sustained OD programs. Detailed information by questionnaire and telephone was collected from a final sample of 76 districts. Data were gathered and analyzed on the size of districts, type of OD program, problems addressed, approaches taken, how the program got started and on a whole host of factors involved in the initiation and operation of the program. Direct information was also obtained on the outcomes of the programs - impact on the organization and on students, attitudes toward OD and its diffusion, and the degree of institutionalization of the program in the district. Multiple regression analyses were carried out to determine the influence of district characteristics, and various operating factors on the outcomes of the OD effort. Several clear and important new findings about the nature, use and effects of OD were uncovered, and are discussed in the report. To the best of our knowledge this study represents the first large scale quantitative analysis of OD programs in school districts.

Volume IV, Case Studies, contains three on-site case studies conducted by us. The three cases were selected from the sample of 76. The purpose of the case studies was to analyze in more detail different types of OD programs and their use. We interviewed a cross section of people in each district and analyzed available documentation. Each case study was selected to represent a different type of OD focus - Case Study A involved a Survey Feedback and Professional Development approach, Case Study B combined an MBO/OD focus, and Case Study C was primarily Curriculum based. The case study themes provided more illuminating and explanatory detail regarding the findings in the district analysis, as well as suggested some new ideas about the use of OD in school districts.

Volume V, Implications for Policy, Research and Practice, summarizes the main results of the project as a whole, sets out a revised working definition of OD in schools, and formulates a series of policy and research recommendations for different organiztions: local school districts, intermediate units, universities, state, provincial and federal government agencies concerned with education. Recommendations for how and if OD should be used and about the future of OD in schools are also discussed in Volume V.

A great deal of cooperation and help made this study possible. We would like to thank the OD consultants and school district personnel who provided so much time and information in giving us a rich array of information on their activities and programs. Leaders and other school personnel in the three case study sites - Winnipeg in Canada, Adams County District No. 12, and Garden City in the United States - deserve a special thanks for spending so much time with us.

Richard Schmuck made valuable suggestions regarding the design of the study. Frederick Mulhauser of NIE was helpful and supportive throughout the study in formulating important policy questions to be addressed. Joan May of OISE worked beyond the call of duty in providing administrative help and coordination. We would like to thank her for her strong support in helping us complete the project.

A limited number of copies of the volumes are available at cost:

Vol. I.	- Introduction and Executive Summary	$ 1.50
Vol. II.	- Review of Reviews	$ 4.00
Vol. III.	- OD Consultants/OD Programs in School Districts	$ 4.50
Vol. IV.	- Case Studies	$10.50
Vol. V.	- Implications for Policy, Research and Practice	$ 2.50
	Total for all five volumes -	$23.00

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VOL. III

OD CONSULTANTS/OD PROGRAMS IN SCHOOL DISTRICTS

Introduction

This volume consists of two parts. Part one reports on the information we gathered from over 300 OD consultants in the United States and Canada. Information was collected and analyzed on job title, work base (internal to school districts versus external-university, business, etc.), sex, geographical region, type of training and nature and extent of OD work in schools since 1970. We also asked our consultant sample to nominate potential school districts which might be involved in "sustained" OD programs (lasting a minimum of 18 months). These nominations resulted in a list of close to 400 potential sites. As it turned out, many of the nominated sites did not have sustained OD programs, did not have OD programs at all, or were based in higher education institutions rather than school districts. Extensive information was obtained by questionnaire and telephone for a final refined sample of 76 school districts in the United States and Canada which did have sustained OD programs.

Part two forms the major part of this volume. It examines in considerable detail the school district programs in these 76 sites. Section I of part two describes the characteristics of the districts in the sample. In section II the nature of the OD programs and the approaches to OD are classified. The extent of activities, and the role of internal and external district personnel are also described, including the role of key administrators, the kind of training of inside consultants, and the extent of use of external consultants. In section III we turn to the operating issues - the initial problems addressed, the relative emphasis on task and socio-emotional issues, the use of materials, the costs of the program, and the role of evaluation. Section IV focusses directly on the question of the different outcomes of the OD efforts - impact on the district including student effects, attitudes toward OD, and the degree of institutionalization and durability of the program. We then carried out a multiple regression analysis to identify factors which could contribute to an explanation of the three types of outcomes (section V). These factors are explored and explained in section IV. We also examined the relationship between type of OD approach and outcomes (section VI), and United States/Canada comparisons in relation to outcomes (section VII). The conclusion (section VIII) contains a number of implications and recommendations arising from the analysis.

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PART I: OD CONSULTANTS

We identified an initial sample of 1,102 OD consultants and practitioners.[1] This list was compiled from regional and national OD network lists, State Department Offices of Education, Associations of Administrators, OD researchers and practitioners. Using basic lists, snowball sampling and cross referencing, we are confident that this list constitutes the most fully identified sample available of those purportedly involved in OD in education.

The final sample based upon returns is somewhat complicated. The total sample included all those who were potentially or thought to be involved or knowledgeable about OD in education. As it turned out, and as we expected, some people were not actually active in OD, or were active in industry, but not in education, or were active in higher education, but not in school districts. Others were sources for nominating others rather than OD consultants themselves. The breakdown of the returns is as follows:

Questionnaires mailed	1,012
Returns by those not involved in the conduct of OD in education	225
Subtotal	787
Returns of those involved	357

The returns from 225 respondents concerned those people who sent back the questionnaire and stated that they were not involved in OD in school districts. There are no doubt many more people who were not involved, but did not respond at all. In any case, at least the 225 should be deleted from the original sample. Thus, the percentage return is approximately 45% (357/787). The final sample of 357 represents known active OD consultants in school systems.[2] Of the 430 respondents who did not respond we suspect that many of them--at least half-- were not directly involved in OD work.[3] There were no doubt others who were involved in OD in industry and business, but not in education and thus did not respond.

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[1] We erred on the side of being overly inclusive. Some of our lists contained large numbers of people who had "attended" an OD conference, and other lists, such as the list of Public Information Officers for each State, and the list of American Association of School Administrators, were used as sources for nominating others rather than sources as direct OD consultants. We know for a fact that many of these people were not involved in OD work, but they were potential sources of information about other consultants and about possible OD districts.

[2] Actually a small percentage (7%-N=24) are not consultants, but people who were knowledgeable (e.g., school superintendents) about sustained OD in school districts, and nominated such districts and a further 7% (N=25) had done OD, but not in school districts. Thus, the true sample of direct OD consultants involved in school districts equals 308.

[3] This portion of our sample would be respondents who were potentially knowledgeable about major OD efforts, but not necessarily directly involved themselves (e.g., State Department Information Officers, Superintendents)

We do not know how many of the non-respondents were actually involved in OD in education. We did, however, receive higher rates of return from people on lists which were based on known OD consultants than from the more general lists. All in all, we believe that we ended up with the most comprehensive sample of OD consultants and practitioners in education than has hitherto existed.

The basic information we collected from OD consultants included job title, base of work, sex, geographical region of work, type of formal and informal training, type and amount of OD work in school districts (including time span, problems addressed, approaches used), and knowledge or nominations of school districts involved in sustained OD. It should also be noted that we did not restrict the report of OD activities by consultants to sustained OD efforts (a minimum of 18 months). We asked them to report on OD activities in education regardless of the duration. (See Appendix A for a copy of the questionnaire).

Twenty-one percent (76) of the sample were professors (associate, assistant, etc.) in education or other disciplines, 21% (N=74) were directors, managers of a department or special project, 11% (N=38) were superintendents or assistant superintendents, 11% (N=37) were consultants (within school districts and external), 8% (N=27) were school principals, and 5% (N=13) were teachers. Five percent (N=27) were Ministry or State department officials, and a further 5% were Presidents or Vice-Presidents of OD consulting companies. The remaining 13% came from groups under 5% (Deans or Associate Deans, executive secretaries of school districts, etc.).

The work place of these consultants further clarify their roles. There are two large groups - 35% (123) are based in school districts and 26% (91) work from university settings. Eleven percent (39) are based in State or Provincial Departments, and 9% are freelance. There are very few consultants in business companies (aside from the freelance consultants already mentioned). In examining the remainder of the data we also report relevant cross-tabular analysis of activities by work base. In particular, we are interested in determining if there are any differences between OD consultants who are internal employees of school districts, and those who work from a University or external base.

The sample was predominantly male (85%). Twenty-three percent (82) of the respondents were from Canada - nearly all from Ontario; there were only 12 consultants in Canada from outside Ontario. In the U.S., 21% (74) of the total sample were from the mid-west (Ohio, Indiana, Illinois, etc.), 18% (63) from the New England and the Eastern Metro region (New York, New Jersey), 9% (32) from the mid-Atlantic (Pennsylvania, Virginia, etc.), 8% (29) from the Northwest (Oregon, etc.), 8% (28) from the Southwest (California, Texas), and approximately 5% (18) from each of two regions (Plains (Dakotas, etc.) and Mountain (Montana, etc.) In short, the sample was diversified in terms of geographical distribution. When we compared the regional distribution by work base we found a similar pattern with one startling exception. Of those who worked for school districts 44% were in Ontario, Canada, while only 5% of those in universities were

in Ontario. There are in fact very few University-based OD consultants in Canada - a total of 6 respondents from the 82 in Canada. Also, as we will see in the school district data, much of the work done in Canada (again mainly Ontario) tends to be more individualistically or personnel development oriented rather than organizational or system oriented.

About 88% of the sample had received some formal training which we defined as either a University program or workshop or conference training. We attempted to distinguish among some of the major types of training. A large minority - 39% (131) had university training (usually a Ph.D.). A substantial percentage of respondents had received NTL training - 33% (18% of the university trained people just mentioned and 15% who had no university training in OD), and 38% had received their training via workshops and conferences. The remaining 8% had received no training whatsoever. Thus, university training and/or NTL training account for the formal training received by 55% of the total sample. On the other hand, 45% of our sample of OD consultants in education had received only conference or workshop training. There are at least two implications worth considering. First, this large proportion of consultants who have received little direct training in OD probably reflects the lack of widespread availability over the past ten years of University and other more sustained training programs. It was beyond the scope of our study to assess the extent of such programs currently available. Second, it is clear that almost half our sample are doing OD in schools without much formal training. This may be related to the diffuseness and ambiguity of what OD in education really is (See Vol. Two). It may also mean that there are many effective OD consultants in education "out there" who have learned their trade on the job, and through selected workshops. As we will see in the School District data, many of these people reside in School Districts. They may not normally be identified as OD consultants in professional associations, but may in fact reflect a much larger pool of OD consultants in education than previously suspected in the OD literature.

Further data on non-formal experiences tend to confirm the interpretation that a great deal of OD knowledge and skill is learned on the job. Running workshops, doing consulting, working with other OD consultants, reading and doing OD on the job were frequently mentioned activities by the respondents in the sample. Approximately 90% of the respondents indicated that such activities were major sources of learning about OD.

We again compared work base by type of training for school district and university consultants. Not surprisingly, consultants working in and for school districts did not have as much formal training as university based consultants. If we compare the three most intensive training categories - University training (excluding NTL), NTL (no university training), and NTL (with university), we find the results as in Table One. In each case university based people were more likely to have had formal OD training, even those who took NTL training, but did not have previous OD university training.

We were also interested in finding out the amount of OD work which had been carried out over the past several years (since 1970). As we mentioned before, 7% (N=24) stated that they had never done any OD work at all. A further 7% (N=25) indicated that they had not done any OD work with school districts (i.e., their OD work was in higher education or in business organizations). A total of 43% (N=153) of the sample had worked in only one school district, 18% had worked with two districts, 11% with three, and 15% with four or more districts. Stated another way, 75% of the sample had worked in two or fewer school districts, and 25% had worked in three or more different districts. As might be expected, those in University settings reported working in many more districts than those in school districts. It is nonetheless worth emphasizing that a large majority (75%) of OD consultants, at least in our sample, had limited experience in working with more than one or two school districts. In the aggregate, however, the OD consultants listed 611 districts in which they had worked. Of these 340 were non-overlapping school districts (i.e., the 357 consultants listed by name in the questionnaire 340 different school districts).

It is interesting to compare the start dates for the OD projects by year for both the consultants sample and the school district sample.[4] Table Two contains this information for the years 1970 to 1977. Figure One contains the same data in terms of percentages by year with the School District data commencing in 1967 (we had asked for nomination of sustained programs since 1964).

Table Two and Figure One show a substantial increase in OD starts in 1974 and 1975 for both consultants[5] and school districts. In all, 60% of the consultant-reported starts and 52% of the district-reported starts were 1974 or later. The drop in 1976 starts as reported by districts is probably a function of the fact that late 1976 starts would not qualify for our 18-month criterion.

Looking at the curves in general, the rate of starts seems to have edged up fairly steadily over the five or six years since 1970, particularly after 1973, although the trend in district data is difficult to interpret because we would not have many cases in 1976 due to the 18 month criterion. In any case, we must remember that our sample of 76 districts covers something like ½ of 1% of all school districts in the United States and Canada.

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[4] There were no substantial differences between school district and university consultants within the consultant sample concerning start dates.

[5] The higher number of starts in 1970 for the consultant data reflects the fact that this was the earliest date on which we asked for information. Several respondents reported activities which had commenced in 1968, 1969 and carried over into the 1970's. All of these were coded as 1970 for the start year, thus inflating that figure.

Table 1

Formal OD Training by Work Base*

	School District Work Base	University Work Base
OD University (no NTL)	20%	28%
NTL (no OD university training)	10%	20%
NTL (plus OD university training)	6%	27%
	Base N = 116	Base N = 85

*Table 1 is based on 61% of the sample, namely those who worked in school districts or universities

Table 2

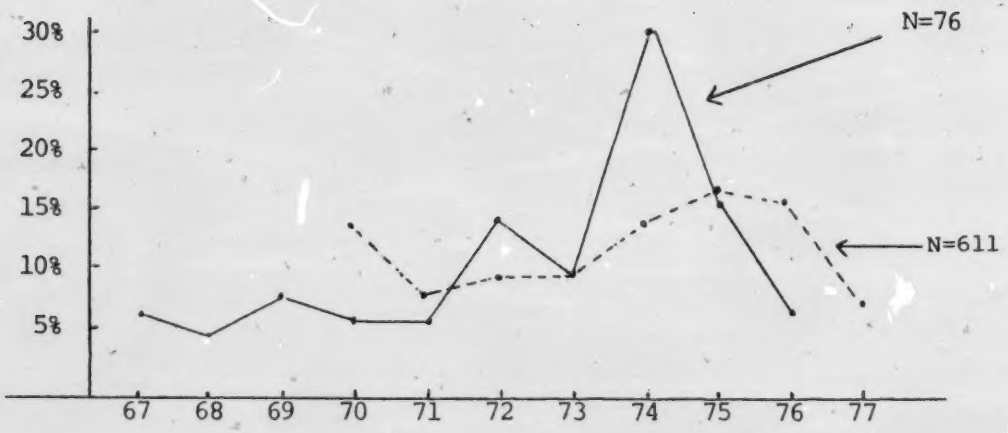
Number of Starts by Year from 1970 for Consultants and for School Districts

Year	Consultants	School District
1970	89	5
1971	42	4
1972	52	10
1973	45	7
1974	88	23
1975	109	11
1976	98	4
1977	39	-
	562	64**
Start dates missing	49	
Total	611	

**12 of our cases began prior to 1970

Figure 1

Year OD Programs Started



- - - - - - - - - - - reported by consultants
_____ reported by districts

We attempted to find out the typical subunits or level in the school district worked with. It was difficult to obtain valid information, because respondents tended to work with a variety of subunits or worked with one level in one case, and another level in another case. We were forced to leave 30% of the sample uncoded. We did find out that high percentages worked with a school faculty (26% of the total sample), or with several schools (a further 19%). Others worked with administrative groups - superintendent plus principals (7%), central office staff (7%), principals (4%). About 9% claimed they worked with the total system. There were only five cases (2%) in which parents and/or students were the primary focus. School district and university based consultants did not differ in the subunits with which they worked.

Information was also gathered about time span (length of the project) and number of contact days within the time span (typical time span was used if more than one district was cited). We were surprised to find that almost half the sample (48%) claimed that they had worked more than one year in any given school district in which they had carried out OD. (In fact, 13% stated that they had worked four years or more in a given district). On the other hand, a total of 28% indicated that they worked from a few weeks up to six months. The remaining 25% indicated that the typical work span for them was 7-12 months. Somewhat surprisingly, university based consultants worked just as long as school based consultants within a school district when they worked on an OD project.

The typical number of contact days was difficult to obtain because it often varied from one district to another for the same consultant - 14% did not specify the number of days, 34% indicated less than 14 days per year, 34% stated 15-60 days, and the remaining 18% claimed over 60 days. In the latter group there were a high number of cases over 200 days (9% or 26 cases) which came mainly from internal consultants who were doing OD work full time.

We asked respondents to state in their own words the kind of problems to which the OD efforts were addressed. We developed codes from these according to whether the problems were related to:

- macro-structural issues (e.g., reorganization, changing the structure)
- organizational functioning, (either task oriented - goal setting, problem solving, etc., or socio-emotionally oriented - climate, communication, etc.)
- organizational outputs (productivity)
- educational issues/internal (e.g., curriculum, teaching)
- issues/external (school/community relations, finances)
- personnel issues (staff development)
- subsystem issues (team building)
- student issues (achievement, learning atmosphere)

Of the problems mentioned first, 25% were in the organizational task-oriented domain (mostly problem solving was mentioned), 14% related to socio-emotional issues (mostly communication). 17% concerned individual

staff or leadership development and a further 10% team development. Nine percent of the cases involved curriculum/teaching or other types of internal educational issues. Only 8% of the problems concerned structural change, and only 5% or 18 instances involved student effects, and of these, 11 of the 18 cases concerned race relations. There were no differences between school district and university based consultants in relation to the types of problems which they addressed.

Thus, OD undertaken by the consultants in our sample tends to be directed either to organizational problem solving and communication or to staff/leadership development. It might well be that only the former is directed at the organization - while staff/leadership training focusses on individuals. Furthermore, there is only a minimal amount of attention paid to structural issues or to student effects.

The OD approaches used by the consultants further clarifies the nature of their activity. We asked them to indicate how much they had used the eight approaches in Table Three[6] (taken from Schmuck and Miles, 1971).

Table 3

Number of Times 8 Approaches to OD Were Used

	Not Used At All	Used Once or More
1. training (direct teaching)	25%	75%
2. process consultation	28%	72%
3. confrontation	44%	56%
4. data feedback	32%	68%
5. problem solving (meetings)	26%	74%
6. plan making	32%	68%
7. OD task force	51%	49%
8. techno-structural change	62%	38%

[6] We included an 'other' category, but it was rarely used.

It can be seen that five approaches are used relatively frequently - training, process consultation, data feedback, problem-solving, and plan making. Confrontation, OD task force, and structural approaches are used much less frequently, although it may be significant that 38% mention some attempt at structural change, 49% refer to using an OD task force, and 56% mention a confrontation approach. These data may be slightly inflated as some people responded 'we use all eight', but the relative emphases are probably accurate. Comparisons between school district and university based consultants revealed only one difference - university consultants were more likely to use data gathering and feedback (81%) compared to district consultants (64%).

In summary, we were able to identify and obtain information from a total of 357 (or 308, see fn 2) OD consultants or practitioners working in schools or school districts - a larger and more comprehensive list than has ever before been compiled. The analysis of the data from our final sample revealed that the largest percentages were based in school districts (3[illegible]%) and in universities (26%). The sample is predominantly male. The regional distribution across the Unites States is varied. Within Canada nearly all the respondents are from Ontario and most are based in school districts rather than universities. Only about half the sample has received much direct training in OD (defined in terms of university or NTL training versus conference, workshop training). OD programs have been initiated more frequently beginning in 1974 and 1975 than in previous years. The data for 1976 and 1977 are not clear because of the recency of the starts. Almost half the OD programs covered more than one year in duration. The focuses of the OD efforts were mainly in organization task or socio-emotional issues, and individual staff and leadership development. There were very few examples of OD programs focussing on structural change and even fewer which were concerned directly with students or student effects. The approaches to OD reflected these above problem focusses with direct training, process consultation, data feedback, problem solving, and plan making being the most frequently used, and confrontation, OD task force and techno-structural change being the least frequent.

It will be recalled that in addition to gathering information on their activities, we also utilized the consultant sample as a source for nominating school districts in which they had been involved or knew about and in which a sustained (i.e., minimum of 18 months duration) OD program had been undertaken. The program could have started anytime since 1964 and could have been terminated as long as it lasted at least 18 months. We encouraged people to nominate districts even if they were not absolutely sure. We reasoned that our sample of consultants would be more knowledgeable about possible districts than any other group. We did not know how many districts would be nominated but we expected that a relatively small number - in the range of 25-35 - of districts would be involved in OD programs lasting over 18 months. In fact, we received 390 different (i.e., non-overlapping) nominations.[7] Although we ended up with a final refined sample of 76 school districts, this represents a much larger number of districts carrying out sustained OD programs than we (or anyone else we contacted) had realized were in existence. Moreover, it provided us with the opportunity to carry out a detailed large scale analysis of the nature of OD programs, and their impact on school districts, an aspect of the study which we now turn to in part two.

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[7] These nominations came from 60% of our sample; 40% did not know of any districts with sustained OD programs.

PART II: OD PROGRAMS IN SCHOOL DISTRICTS

The school district analysis represents the most central part of our study, because it allows us to examine a large number of cases where OD has really been attempted in a serious or sustained way. Our findings are presented in the following four subsections - characteristics of our sampling and final sample, an overview of the nature of the OD programs in the districts, issues concerning the operation of the program, and the outcomes or impact of the programs on the districts. In a final subsection, we discuss the implications of the findings.

1. Characteristics of the Sampling and the Sample

We mailed a twelve page questionnaire to the sample of 390 school districts which had been nominated by one or more consultants in the consultant sample.[1] We provided a definition of OD, and asked specifically whether such a program had been operating for at least an 18 month period in the time period since 1964. If the answer was yes, we requested that the remainder of the questionnaire be filled out which asked for considerable details on the characteristics of the program and its activities, how it got started, how it was supported financially, the impact of the program, and its future in the district.

Our definition of OD on the questionnaire read as follows:

> "A sustained attempt at system self study and improvement over a period of at least 18 months focussing on change in organizational procedures, norms, or structures using behavioural science concepts."

In one sense the definition was rigorous in that we were interested in serious attempts at OD - a minimum of 18 months in duration. In another sense the definition was deliberately general because we wanted to identify a variety of types of OD and to find out what people in school districts considered to be OD. In the data analysis itself we address more critically the questions of what OD is and whether all the districts in our sample were actually doing OD.

After one mail reminder and a phone call, we received a return of 165 responses (42% of the total of 390). A total of 89 of the 165 responses were eliminated for one of the following reasons - the OD program was not sustained, the program was sustained but not OD as reported by the respondent, or it was not OD and not sustained - total N=39 for these three reasons, all of which refer to cases which did not meet our definition; it did not involve a school district (N=18) e.g., it involved higher education institutions , refused to answer (N=8) - e.g., not enough time; questionnaires were duplicates (N=19), i.e., questionnaires were filled out by different schools in the same district; data were incomplete (N=3), and questionnaire was received too late for inclusion in the analysis (N=2).

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[1] Appendix B contains a complete copy of the questionnaire

The final refined sample of eligible cases consists of 76 school districts in Canada and the United States in which sustained OD programs had been carried out. Phone calls were made to districts in order to verify ambiguous data or to gather more specific information on particular aspects of the program.

The reasons for non-responses (58% or 225 did not respond at all) are not clear. We suspect that there were a variety of reasons such as that OD work had not been carried out for a minimum of 18 months, or that the school district did not consider themselves to have an "OD" program. Undoubtedly, some respondents were too busy to spend the time gathering the detailed information we requested. We did compare the size of districts in our respondent sample with the size in our non-respondent sample for the U.S. districts (data on Canada were not available). As measured by the number of pupils in the district there are not large differences - 4.0% of the non-respondents were from districts having fewer than 1,000 students compared to 12.5% of the respondent sample; at the other end of the scale, 25.8% of the non-respondents had more than 25,000 pupils compared to 19.5% of our respondents. Thus, there is a slight tendency reflected in our data for the larger districts not to respond, possibly because the programs are too complex to describe in a questionnaire. We should also remind the reader that it is likely that not all of the non-respondents were involved in sustained OD. About half of those who did respond indicated that they did not meet all our criteria. It is possible that a similar, if not greater proportion of our non-respondent sample of 225 were not involved in sustained OD programs. In any case, we have no direct way of knowing what proportion of actual OD efforts our final sample represents. It certainly is not complete. On the other hand, it represents a large number of OD efforts in districts with a wide range of characteristics, and for the first time (as far as we know) provides the opportunity to do a quantitative analysis of the nature of OD programs and their impact in school districts.

The main characteristics of the sample of 76 districts can now be summarized. A majority (59%) of the respondents (i.e., those who filled out the questionnaire) were local school district administrators, (superintendents, assistant superintendents, principals, directors of instruction); staff personnel accounted for 14%, and internal OD specialists or coordinators for 9%. Teachers (3%) and others (department and unit heads) accounted for the rest (16%). In one case the respondent was external to the district (a State Department official).

Seventy-six percent of the districts were in the United States, with the remainder in Canada (Manitoba, Ontario, Quebec and Saskatchewan). The regional spread was wide; only in the Midwest was there as many as 20% in a single region.

The settings were also diverse: 38% were suburban districts, long considered more likely to innovate--but 41% were urban or metropolitan, and 21% towns or villages. Perhaps the most striking property of the settings is that they over-represented larger districts. For example, only 12.5% of our U.S. districts had 1,000 pupils or fewer, while 26% of all U.S. districts are this small. On the other end, though only 1.2% of the U.S. districts have over 25,000 pupils, 19.5% of our U.S. OD-using districts were this large (U.S. Dept. HEW, 1976). One might conclude that larger districts are more likely to (a) have problems of coordination, communication, etc., and (b) be possessed of resources to pay for OD. We also noted that 55% said that their expenditures were at the 75th percentile or better for their states, 34% said they were about average, and only 11% said they were at the 25th percentile or lower. So we have a bias toward above-average district wealth. Larger size does correlate in our sample moderately (gamma = .23) with more dollars spent for OD. However, the reader should not jump to conclusions about money and OD. Two findings to be reported later are relevant here: (1) the average district spends under $10,000 annually for OD, (2) though higher annual costs do tend to bring returns in higher impact, it is the less expensive programs which are likely to become institutionalized or built into the district.

The districts in the sample were clearly not restricted in the social class backgrounds of populations served. The median district had 15% upper-middle class parents, 35% white collar, 30% blue collar, and 15% semi-skilled or unskilled parents. When we characterized districts as to their over-all socio-economic balance, we found that 34% had a predominantly middle-class (or upper-middle class) composition, and 61% were predominantly blue-collar or working class; 5% had no single class level predominating. So if anything, sustained OD seems more frequent in districts with strong working-class representation. (Again, we should remind the reader that these are very crude, aggregated self-reported data.)

Of more direct interest perhaps is the nature of the OD programs themselves. These are described in section II.

II. Overview of the Nature of the OD Programs

The length of OD work in these 76 districts ranged from 1½ years (our bottom-end definition) to 10 years, with a median at 3. We conclude that once an OD effort gets past the 18-month investment, it tends to be sustained. (In fact, as we shall see, 88% of our sample said OD was continuing at the moment, and 78% predicted institutionalized continuation.)

The targets of attention tended to be "several schools" (22%), "total system" (18%), or "multi-level" (17%). It was rare for the work to be limited to a single school (4%) or only administrators (that is, the superintendent plus principals (12%) or central office alone (3%)). The total number of different persons involved in the 76 districts ranged from 9 to over 3000; the median number involved was in the 300-700 range.

At a very general level, what sort of work was going on? We examined the respondents' accounts of their work carefully, noted what sorts of consultants they were using, the materials they cited, and the way they characterized the over-all strategy used. Not surprisingly, given our general definition, when districts are asked about "sustained efforts at system self-study and improvement", there are many different varieties, as Table 4 indicates. Later, we will return to the question of whether different approaches have differing consequences, and to the much larger questions of 'what is OD', and 'are the districts in our sample actually doing OD'.[2] We might note that the approaches, when arrayed in the order noted in Table 4 (roughly, from an indeterminate, person-centered approach to more system-oriented, classical approaches) had no meaningful relationship to the size, wealth, socio-economic status or setting of the district, to the costliness of the OD effort, the proportion of system staff involved, or to numbers of inside or outside change agents used.

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[2] See the discussion in the later section on "OD Approach and Outcome".

Table 4

General Approach of OD in the School Districts*

	Districts N	Districts %
Indeterminate (workshops, meetings, etc., but approach not clearly defined)	5	6.6
Personnel development (emphasis on skills, personal growth, etc.)	14	18.4
Desegregation (racial attitudes, behaviour)	2	2.6
Curriculum change (specific projects, or comprehensive)	5	6.6
Accountability (systematic assessment and planning, often state-specified)	8	10.5
MBO or PPBS (as central feature)**	9	11.8
Comprehensive school improvement model (IGE, CKF, NASE)	6	7.9
"Classical" OD***	27	35.5
Total N =	76	99.9

*Analysis and classification of the primary focus or approach of the program as described by the district.

**MBO stands for "Management by Objectives", and PPBS for "Program Planning and Budgeting System". Each is a systematically developed program for goal-setting, planning and performance review. Altogether, 26% of our districts said there was some linkage between the OD program and MBO work; 11% said the same for PPBS. (5% had both.) There were 28% of districts where the linkage to MBO, PPBS or other system-oriented approach was direct, and there were another 16% where such programs existed but were weakly linked or not at all. The 11.8% figure above refers only to those districts where MBO or PPBS were central.

***Districts classified as having "classical" OD programs ordinarily reported much attention to issues such as system-level communication, problem-solving, norms, group functioning, and, generally, the human side of the organization; the consultants they used were often those mentioned in Schmuck and Miles (1971) book on OD in schools; the materials were usually drawn from the general OD literature. A few mentioned the Schmuck et al Handbook of OD in Schools (1972).

However, "classical" OD was more likely to start with structural-change problems, and more "system-oriented" approaches) like those toward the end of the list) were more likely to be used in districts where a good deal of other change was going on and likely to go on longer. But except for these differences, the approaches did not look very different in terms of general contextual and input features like those above.

At a more specific level, we asked districts to describe the OD activities that had gone on, using a checklist originally developed by Miles and Schmuck (1971). The data appear in Table 5.

Table 5

Number of Times 8 Approaches to OD Were Used

	Not Used at All	Used Once or More
1. Training (direct teaching)	26%	74%
2. Process consultation	38%	62%
3. Confrontation	46%	54%
4. Data Feedback	30%	70%
5. Problem-solving	25%	75%
6. Plan-making	16%	84%
7. OD Task Force establishment	49%	51%
8. Techno-structural activity	62%	32%

This table can be profitably compared with Table 3 (Part I). As with the consultant data, we note that the most frequently-used technologies are training, data feedback, problem-solving, plan-making and process consultation. But the districts emphasize plan-making much more (84% report it, while only 61% of consultants do), as well as problem-solving (75% as vs. 65%) and data feedback (70% vs. 61%). School districts, like consultants, use the other three approaches less frequently. Confrontation is used by 54% of districts and 49% of consultants. OD task forces appear in 51% of districts, and are mentioned by 42% of consultants. The least typical approach, techno-structural activity, is reported by 37% of districts and 32% of consultants. The fact that district figures are mostly higher than those for consultants is probably a function of the fact that districts typically described a number of activities over several years, while the typical consultant thought primarily of his or her own practice (which characteristically does not include all 8 approaches).

So, in general, we note that most of the OD efforts reported clearly transcend "training", have a strong instrumental (plan-making, problem-solving) emphasis in the approaches reported. But we also note that only about half say that OD-managing task forces are in place, and that only about a third aimed at bringing about structural change. We will return to these issues.

These activities were aided by external and/or internal consultants in all districts. The number of external consultants involved ranged from one to 187 (yes, that one is verified), with the median number being 3. The time spent by the most salient external consultant ranged from 2 to 990 days, with the median being 15 days. If we remember that the median effort time is three years, we can conclude that the usual external practitioner restricts interventions considerably to workshops, off-site sessions, and the like.

The picture for internal change agents is considerably different. In the districts, the median number of system members involved as facilitators, trainers, consultants, etc. was 8. So districts were relying quite heavily on internal talent. When asked how much time the most salient inside change agent had put in on the program, 43 districts answered. The range was from 5 to 1000 days, with a median of 200 days, more than a dozen times the investment put in by the median outsider. Another finding of substantial interest is that inside change agents tended to be line managers: 81% of the districts involved central office administrators as inside change agents, as did 73% for principals. Of others involved, 58% mentioned teachers, and 56% central office specialists. Only 33% and 15% respectively mentioned parents and students. When asked about the two most salient inside change agents in the program, 30% of districts indicated superintendents or assistant superintendents, and 27% said principals. Only 18% of districts mentioned persons identified specifically as "internal consultants" as being most salient.

We might comment in passing on the question of inside OD practitioner training and affiliation with professional organizations. We noted with some interest that the main way the most salient insider got involved was through being hired or assigned to do the work, either alone or as assistant to another change agent (40%). Secondarily, he or she was the prime mover (18%), i.e. initiated the project. Only about one-half of the inside OD practitioners had formal training. The main formal training received was through university auspices (27%), followed by workshops and courses (25%). However, 25% had no formal training at all, and for another 26% no information was supplied on training. The most frequent <u>informal</u> training for inside change agents was "on the job" experience as an educational (<u>not</u> as an OD) specialist (15%); in contrast, only 6% learned by doing <u>OD</u> on the job. But the great bulk of the insiders (62%) had no <u>informal</u> training, such as the above, or parallel work with other OD consultants, or teaching courses or workshops. Finally, we noted that over three quarters (75%) of the insiders had no affiliation with outside professional groups; only 9%, or 5 people, were said to be members of the OD Network.

Thus the picture is one of active, sustained work by insiders with little formal or informal preparation for what they are doing, and little sense of external colleagueship.[3] We suspect that many of these people are not known as OD practitioners outside their immediate districts. There are two major implications of these findings. First, evidently there are many internal OD practitioners who are in line positions. Much of the literature refers to internal, OD cadres in staff positions (Schmuck et al, 1977). This raises an important question for future research on OD concerning the advantages and disadvantages (e.g., in terms of impact) of having OD work integrated as a line responsibility versus having it operate in a service or supportive role. (Case Study B, Vol.IV, provides evidence of the effectiveness of OD organized on a line authority basis, but more research is needed before drawing even tentative conclusions.) Secondly, it appears that there is much "hidden" OD work in school districts which neither contributes to the theory and practice of OD beyond the district, nor benefits from association with others doing similar work. This pattern also raises questions about the nature of OD training. How effective is on the job training supplemented by reading and workshops, compared to more intensive external training? Can the individualistic or indeterminate approaches to OD contribute to the further developjent of OD technology in education, or do they add to the confusion over 'what is OD anyhow'? These questions cannot be fully answered in this study, although it is important to return to them later (see Vols. II and V).

In summary, most of the districts in our sample report fairly sustained, system-comprehensive work, using technologies which go well beyond sheer "training" of participants, into planning and problem-solving efforts. Though external consultants are used, their efforts pale beside what inside change agents are doing, at least as seen from within the district: these change agents are mostly non-OD trained line managers preoccupied with system improvement.[4]

III. Operating Issues in OD Programs

The questionnaire also asked for information on many different aspects of the program. First, we were interested in the initial problems for which OD was seen as a potential solution. The most frequently mentioned "start" issues were "communication" (25%) re-organization/redesign (11%), goals and goal-setting (10%) and decision-making (8%). Only 5% mentioned student issues as such. When start issues were aggregated into more general areas, we found that 32% mentioned task-oriented organizational issues (such as probem-solving, coordination), 21% were concerned with educational output (goal-setting, effectiveness), and another 25% with internal education issues (such as curriculum, classroom climate, programs, finance).

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[3] We will anticipate some later findings by mentioning that well trained inside change agents did turn out to be associated with OD programs which had higher impact, higher positive attitudes toward dissemination of OD to other districts and were more strongly institutionalized.

[4] This finding may account for the skepticism expressed (e.g., Blumberg, 1976) about the extent of OD diffusion: OD efforts in schools may be simply less visible to externally-based consultants (such as Blumberg).

A total of 41% mentioned socio-emotional issues (communication, trust). Other areas included structural issues (18% mentioned items such as reorganization or consolidation), external education issues such as school-community relations (13%), personal issues (10%), and the functioning of subsystems such as teams (4%). Perhaps the most interesting finding here is the emphasis on task-oriented, goal-oriented items, and the educational-programmatic context. Though socio-emotional starting problems were frequently mentioned, it seems as though where it hurts is "getting the job done". Educational goals may be diffuse, but that does not hinder the districts in our sample from being concerned about them.

We also asked about the conditions which made it possible for OD to begin. Here, the responses focussed heavily on the behavior of top management: 41% mentioned the commitment or support of existing top management or Board, and 21% mentioned initiative taken by a new top manager. Twenty-one percent also acknowledged the presence of a grant or other extra funds, 21% cited a problematic or changing situation of some sort, and 18% mentioned the intiative of an internal change agent (but only 7% mentioned an external consultant), and 7% said a study or survey had provided start conditions.* We see here a good deal of support of the idea that OD diffusion in education really depends on the superintendent as gatekeeper.

The questionnaire asked respondents to divide the OD work in their districts into phases, and to characterize the work in each phase. The resulting accounts rapidly become rather idiosyncratic, with the number of phases ranging from 2 in some districts to 6 in others, and with titles like "Testing the Water", "Writing the Curriculum", and "Political Reorganization". Nonetheless, it may be useful to look at what was going on in the first two phases. First phases varied in length from 1 to 84 months (a stately effort, that), with a median of 8 months. The most frequently mentioned problems dealt with during the first phase were our old friend, "communication" (22%), along with "planning" (19%), "goal-setting" (27%), and "problem-solving" (16%). Table 6 shows the aggregated results for the problems mentioned according to Phase I, and Phase II: the figures are percentages of districts mentioning one or more issues in that category. Though it is getting ahead of our story, Table 6 also shows the percentages of districts mentioning one or more desirable outcomes in each general category as well — both expected and unexpected outcomes.

We note that, if anything, task and output orientation increased or was maintained during the early phases, with decreasing emphasis on socio-emotional issues as such. The increase in "personnel" issues (which included such items as performance review, staff development, hiring) suggests that many projects included a "training" component as soon as things were reasonably launched. Similarly, subsystem functioning proved to receive more attention.

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* Percentages add to more than 100 because some respondents mentioned two conditions.

Table 6

Initial Problems, Those Worked On During Early Phases of OD Effort, and Achieved Outcomes

	Initial Problem	Phase One	Phase Two	Achieved Outcomes (expected)	Achieved Outcomes (unexpected)
Task-oriented	32%	41%	30%	37%	5%
Output	21%	28%	22%	20%	8%
Educational issues (internal)	25%	12%	20%	14%	8%
Socio-emotional	41%	28%	15%	47%	28%
Structural	18%	5%	4%	13%	1%
Educational issues (external)	13%	4%	3%	4%	9%
Personnel	10%	12%	21%	18%	12%
Subsystem functioning	4%	5%	13%	4%	0%

Though Table 6 does not show it, little direct attention was paid at the start (5%) and early phases (2%) to student issues as such (their attitudes, functioning, etc.). We conclude from this that OD's early stages involve the adults of the system, who focus on organizational task issues (and "student" issues only at the more general level of output and program), with a secondary (indeed decreasing) emphasis on the classical problems of trust, openness, morale, etc. However, note that socio-emotional outcomes — both expected, and quite strikingly, unexpected (positive) are indeed quite prominent. We shall have more to say about this later. We should also note here that, in relation to initial problem, organizational-level outcomes (task and socio-emotional) are well achieved - but that matters involving educational issues (program, curriculum, etc.) either external or internal, are achieved by a somewhat smaller percentage than those initially mentioning them. This lends some — but not strong — weight to the criticism that OD tends to be process-oriented rather than focussed on the content of primary tasks.

We were also curious about what it took to support the enterprise. We have already identified the presence of many internal change agents. We also found that only 26% of the districts said they had an actual cadre of OD specialists or trainers within the district (more support for the idea that line managers are doing the work). However, 55% of districts provided released time for administrators and teachers, 51% mentioned an OD planning or steering group, 48% a district-level co-ordinator. Building level OD coordinators were much less frequent (19%).

The most frequently-used materials were reprints from books or journals (70% mentioned these), questionnaires (69%), training manuals or handbooks (63%), and forms for simulations, games, and exercises (60%). When districts were asked to mention the most crucial or essential materials by name, the winners proved to be training manuals (25% saw these as crucial), with other modes trailing far behind. Appendix C lists materials which were named as being "Important — perhaps even essential" for the OD program. Two things are apparent: (a) the range of materials used is very broad, with choice of materials depending in part on the nature of the program being undertaken and in part on who the outside consultants happen to be; (b) relatively few of the "crucial" materials are education-specific (only 9 of the 24 items seem to be tailored to educational OD as such).

The question of how much OD really costs any organization is not easy to answer. The financial resources provided for the OD effort as a whole varied wildly in this sample: one district said it got by with $600, while another spent $1,550,000. Even when these figures are adjusted to an annual cost, the range is still very substantial (from $200 to over $750,000). Over the whole sample, the median annual amount spent was only $5-10,000 - not a princely sum - less than half of one teacher's salary. Median amounts for various sub-categories were $5,000 for released time and substitutes, $1,000 for materials, $1,000 for travel, zero for new internal salaried positions (although 32% of the sample spent $14,000 or more on this) and $3,000 for external consultants. Some districts spent nothing at all in a given category, while others seemed incredibly lavish ($100,000 for materials, $500,000 for released time, $250,000 for travel, $250,000 for new positions, and $500,000 for external consultants were all reported in one district or another). We anticipate the reader's curiosity by saying that annual costs do seem to make a difference in overall impact, as we will see in the next subsection, but do not necessarily cause people to favor OD efforts — and are negatively related to how institutionalized the program becomes.

We asked the respondents whether the OD program had been formally evaluated — 29% left the item blank, 21% said no, 4% said not yet, 3% said no, but we plan to, and 43% gave various responses indicating yes (e.g. yes, but unavailable; yes, in preparation; yes, a district evaluation; and yes, an external evaluation. We also asked the respondents to list the titles of any evaluation reports which had been done. We can probably safely assume that people who left the two items blank had not carried out a formal evaluation, and thus had nothing to report.

The above data and an examination of the titles of the reports (among the 43% who had indicated yes) allow us to draw some conclusions about the nature of evaluation: about 50% of the programs had not been formally evaluated and there is no indication that they will be. Of the other 50%, we can infer from the titles of reports and later data about impact that most evaluation reports concern attitudes and perception rather than anything like a thorough evaluation study of the problem. More "hard" program based data, impact on students or even pretest/posttest designs on attitudes appear to be very much in the minority. In later questions we will see people could name outcomes of the OD programs, but it seems that in half the cases these outcomes were based on testimonials or other intimate personal knowledge of the program.

To summarize this section: once beyond the stereotypic label of "communication" as a presenting problem, we found that instrumental issues — task functioning among the adults in the school system, outputs, and the educational program take center stage; socio-emotional issues are also initially important. Instrumental issues are important not only for the "start" situation but for the first two phases of the typical effort.

OD begins, typically, through top management initiative, with the support of add-on resources. More "rational" entry conditions, such as those involving data or the support of internal or external consultants, are quite rare. However, once the enterprise is under way, about half of the districts support the effort with structures or roles such as steering groups, district coordinators and released time. Actual cadres, or building-level coordinators are in a quarter or less of the districts.

In the domain of supporting materials, print media are used most frequently (though we did not mention it earlier, even such familiar items such as films (45%), transparencies (45%), audio-tapes (21%) and slide-tape presentations (25%) are used by a minority). Training manuals are mentioned most frequently as crucial.

Finally, dollar expenditures vary extremely - probably more than their relation to efficacy justifies. Regarding the question of efficacy, formal evaluation of the OD program is carried out in about half of the cases although thorough evaluation studies are in the minority.

IV. Outcomes

We were naturally concerned to develop a general measure of the success of OD programs, both to see what these programs appear to have accomplished for their users, and to provide a dependent measure against which we could run explanatory variables. The initial criteria of OD "success" we generated were:

1) Impact on the district as a system (including impact on students).
2) Positive attitudes toward OD, especially those which bear on whether it should be used in schools more generally.
3) Institutionalization or durability of the OD effort.

That is, a "successful" OD effort is one that makes a difference locally, has become "built in", and has partisans who have positive, even "evangelistic" attitudes that will encourage wider diffusion of the effort to other districts. Although these are self reported indicators of success, we did find variations. We also used open-ended questions to develop measures of impact based on specific descriptions of changes.

We will summarize a good deal of analysis to say that it does not seem wise to combine the three above criteria into a single measure: they are only moderately correlated with each other, and the factors that "explain" their occurrence also vary a good deal. The discussion which follows first gives a descriptive account of how the districts fared in their outcomes, then reviews the more systematic outcome measures we developed, and their relationship. Finally, we examine explanations — why these outcomes seem to have occurred (or not) in our districts.

Impact (expected)

When we asked respondents to describe what good consequences had occurred of an expected sort, the most frequent mentions went to our usual champion, "improved communication" (20%). Other specific expected positive outcomes were "planning" (8%), "decision-making" (10%), "improved relationships" (8%), "productivity" (8%), "new educational programs" (8%), "commitment to change" (6%). If we use our familiar aggregated categories for the diverse outcomes described, we end up with an interesting finding: 47% mention socio-emotional improvements in organizational functioning, and 37% task-oriented ones. This suggests support for the view that successful OD tends to induce a cultural shift (in social processes) along with task-oriented results.

Other frequent categories included organizational output improvement (20%), internal educational issues (14%), personnel issues (18%), structural changes (13%). As seen earlier, direct changes in students are rarely mentioned here (4%) — but see below.

We were also interested in why these changes were seen to have occurred. Coding and aggregating the reasons given is quite striking. Although many districts (30%) gave credit to background conditions such as capable staff, dollar investment, administrative support, etc., the dominant explanation (50% stated it) is given in terms of socio-emotional aspects of the OD process itself, such as "participation", "more open communication", "commitment", "humane atmosphere", and the like. Another 14% mentioned more general properties of OD, such as feedback, capable consultants, etc. The other major cluster, quite naturally, stresses results (21%) — "we planned it that way", "the change effort caused it", "good vehicle for problem solving". Task-focussed aspects of OD, such as "clearer role expectations", "better management system", etc., were invoked by only 7% of districts in explaining good outcomes — even though the OD process often seemed to have been launched with tasky hopes and rhetoric.

Impact (unexpected)

To a researcher, unanticipated good consequences are always of interest — 59% of our sample mentioned such changes when asked. The most frequent unexpected gains were spinoff or extension to new participants (16%), improved communication (14%), and increased acceptance of change (11%). For our aggregated categories, we note with interest that 28% mentioned unexpected socio-emotional outcomes in organizational functioning, as contrasted with 5% mentioning task-related ones: this is quite congruent with the findings mentioned above. The bluebird of happiness flies in unannounced. Another 17% mentioned various unexpected gains related to educational issues, most notably improved school-community relations; we also found 12% mentioning personnel issues, and 8% output issues.

Impact (undesirable)

Our next question focussed on whether there had been undesirable or negative consequences of the effort. Though we seemed to be dealing with a population of satisfied users, it turned out that 68% could point to at least one negative outcome, a finding which increases the plausibility of the remainder of our data.[5] The results were scattered: 13% mentioned resistance, 11% refusal to participate, 12% feelings of fear or job insecurity, 11% mentioned general negativism toward OD activities, 12% mentioned overload or too-heavy time commitments required. Only 4% mentioned program failure as a negative outcome and 5% indicated that it was program ineptness. When these are classified more generally, it appears that 24% mentioned direct negative consequences of the program activities (such as feelings of threat or work overload) and 35% mentioned more general attitudes toward the program (such as personal defensiveness, lack of interest, criticism of "games" or outside helpers); 9% saw program weaknesses as such.

The explanations for these bad outcomes were scattered but centered mostly on "poor communication" (12%), along with "resistance, fears" (18%), worry about being too personal (6%), lack of commitment (8%), and resistance to new ideas (8%). Only 6% mentioned poor planning or implementation issues; it appears that explanations center mostly on behavior of negativists rather than on that of the advocates of OD.

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5 Negative results were not more frequent among districts where high impact was reported (the "churning of the system" hypothesis); nor were they more frequent where low impact was reported (the "a little OD is a dangerous thing" hypothesis). Rather, they simply seem to be routinely-reported accompaniments of OD work. We did note that negative changes were reported by 83% of the districts with the most dissemination-prone attitudes toward OD (see below); only 67% of the districts without such attitudes did so. This suggests that people who think OD is a good idea and well worth disseminating are more likely to meniton its warts as well as its benefits.

Impact on Students

Since schools are supposed to exist for students, we thought we should ask explicitly whether the OD program had direct (or even indirect) effects on students, in or out of the classroom. Interestingly enough, 70% said that such effects had occurred; 18% were unsure or said it was too early to tell, and 12% left the item blank. Of the 53 districts who mentioned student effects, there were 6% who said they were only indirect, and another 17% who did not specify the sorts of student change noted. Over half (53%) mentioned various "soft" effects, notably "improved learning atmosphere", "improved relationships" and "attitudes"; only 13% mentioned gains in achievement scores. If we take a skeptical stance, note that for only 37% of all districts were specified "soft" student effects mentioned, and achievement gains were noted in only 9%.

The specific explanations for student effects were extremely scattered, and only half the respondents offered them. For example, 49% mentioned various pedagogical reasons, such as the fact that the program focussed directly on improvement in the classroom programs; 28% credited socio-emotional aspects of the OD program, and 10% the task side; 23% felt that good results of the program generally had induced classroom changes, and another 15% commented on good program activities. Only 13% mentioned background conditions. The moral seems to be that OD is reported to change student experience — at least on soft variables — if it is well executed and has a clear linkage to the classroom. However, this was the case only in a minority of the districts in our sample, and only on the basis of self-reports.

Impact on Other Change Efforts

The OD programs in our study were not occurring in a vacuum — 39% of the districts said that multiple instructional innovations were taking place, another 49% mentioned one or two such changes, and only 12% failed to mention any other instructional innovations. Thirty-five percent of districts were attempting to cope with some form of mandated change during the time of the OD program (e.g., desegregation, bilingual programs), and 46% mentioned concurrent changes in key personnel, including replacement of top management, expansion, cutbacks, and reorganization.

When asked about the pace of educational change efforts occurring concurrently with the OD program, 61% said it was faster than usual, 30% about the same, and only 9% said it was slower. We asked if the OD effort contributed to this. The findings were quite clear: 63% said the OD program had directly caused a "few" (30%) or "many" (33%) other change efforts, and no respondent said OD had slowed down or blocked other change efforts. So at least as seen from the district viewpoint, OD tends to stimulate other educational change efforts in addition to the direct effects we have already noted.

Additional evidence for the change-causing effects of OD appears when we note that in the 46 districts where the "pace of change" had been faster during the OD period, 80% said OD had caused "a few or many changes"; in the 23 districts where the pace of change had been about the same, 38% saw OD as causing change; and in the 7 districts where change had been slower, only 28% thought OD had caused change. The gamma between these two variables is .69 — a strong relationship.

Similarly, for 9 districts where no instructional innovations had been reported, OD was seen as causing "many changes" by only 22%; for 35 districts where one or two innovations were mentioned, 31% said OD had caused change; and in 21 districts with ever more instructional change, 43% said OD had caused change.

Districts where mandated change was occurring did not differentially mention OD as causing change, as might be expected — such changes were a context, not a result.[6]

Finally, looking at personnel changes, the pictures were uncertain. While OD effects were seen as causing "a few or many changes" in 66% of the 36 districts which had no personnel changes, the figure for the 36 districts which mentioned personnel changes was a similar 57%. OD seems to have figured causally in the 9 districts which mentioned reorganizations (78% of these saw OD as "causing change"), but otherwise there seemed little connection. We suspect that personnel shifts are the context for and precipitate OD work (as during expansion, or when a new manager arrives) as often as OD affects organizational peopling (for example, resignations, firings).

To summarize: we have found that the most frequently-reported positive effects of OD programs in schools, both expected and unexpected, and in and out of the classroom, lie in both task and socio-emotional categories. Student effects are more likely to be "soft" rather than expressed in test scores. Socio-emotional aspects of the OD program itself are seen as the prime explanation. Negative effects are mentioned by nearly three quarters of the sample; these seem equally divided among negative attitudes, and direct negative consequences, such as increased levels of threat or work load. But these effects are largely irrelevant to the degree of positive impact noted. Finally, OD is credited with causing a good deal of change in these districts, in terms of instructional innovation.

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[6] We should note that the context of mandated change appeared to be somewhat positive for the success of OD. For the minority of districts (33%) who mentioned such changes, high impact was present in 62% of the cases, where high impact was typical in only 51% of our districts. Similarly, districts with mandated changes showed positive attitudes toward OD in 67% of the cases, while 55% was typical for the whole sample. Finally, 88% of the mandate-change districts showed high institutionalization of OD, while 78% of our entire sample did so. We conjecture that mandated changes may in some respects have stimulated organizational-level concerns and thus served as an extra force toward initiating and sustaining OD.

Positive Attitudes

The second criterion of success concerned whether districts currently held a positive attitude toward the OD program and the dissemination of OD to other school districts. On the whole, they seemed relatively satisfied with the way their programs had been executed. When asked if they would have done anything differently, only 51% said yes. The most frequent after-the-fact wish was that the program should have gone more slowly (21%), then came the need for better commitment from the top (16%) and better planning and preparation (21%). Others included more use of outside consultants (10%), better involvement of parents (10%), and the need for better evaluation (10%). The flavor of the first three items is that OD may well have been launched a bit precipitously.

When we asked our respondents whether they thought that OD should be used more widely in this country's schools, 64% said they definitely thought so, 26% said "Yes, probably", 7% were not sure, and 3% passed. No one expressed doubt or definite disapproval.

Districts where attitudes toward OD seem so positive, on balance, might be expected to do some proselytizing, a behavior which bears on whether OD will diffuse more widely. We found that of our districts, 60% had explained their OD programs at conferences or workshops, 40% had sent consultants to other districts, 37% had visited other districts to explain their work, 37% had sent out reports or materials, and 29% had written articles on their OD experiences. These represent pro-active dissemination efforts. We also found that 74% had had informal contacts with people from other districts, and 51% reported that others visited them. So while dissemination efforts are not widespread across our districts, a moderate amount of diffusion effort seems to be occurring. Our sample, by and large, thinks OD is a good idea for schools.

Institutionalization

The final measure of success referred to whether OD was going to continue in the district. As of the spring of 1977, 88% said that it was in fact still going on. The primary explanations for continuance were the good results obtained (23%), the commitment and hard work of participants (15%), and the support of top management (14%).

When respondents were asked to predict the future of OD in their districts, 8% said it would not continue (or was already terminated), and 14% were uncertain. Another 24% said that OD would continue, but with some qualifications (go more slowly, or on a contingent basis, or unevenly), 38% said it would continue (but gave no qualificatins), and 16% said it would continue, expand and get further institutionalized. The gross figure is that 78% of districts predicted continuation.

The Outcome Measures

In order to analyze possible explanatory factors which accounted for different degrees of success we developed indices to measure the three criteria just described.

Impact

Our measure of impact corsisted of the sum of the following items:

Presence of expected outcomes

0 Blank, none, not documented
1 One change mentioned
2 Two changes mentioned
3 Multiple changes

Presence of favorable unexpected outcomes

0 No such changes mentioned
1 One change mentioned
2 Two changes mentioned

Presence of student-specific effects

0 None or item left blank
1 Effects, but unspecified
2 Specified effects, other than achievement test scores
3 Achievement effects

(This variable was composed of two items, so the theoretical range was 0 to 6)

OD impact on other change efforts

0 Irrelevant to other change efforts
1 Supported or sustained other efforts, but did not directly cause them
2 Caused a few other change efforts
3 Caused many other change efforts

It will be noted that the summed impact variable gives somewhat greater weight to student change relative to the other items, a decision we felt was appropriate in light of the stated purposes of schools.

The theoretical range of this variable was thus 0-14, its actual range was 1-12. After examination of its relation to the other variables, it was collapsed to the following:

	N	
Score 1 - 4	16	21%
Score 5 - 6	21	28%
Score 7 - 9	25	33%
Score 10 - 12	14	18%
	N = 76	100%

Attitude

The measure of attitude toward OD was the sum of the following items:

Should OD be used more widely in this country's schools?

0 Not sure or blank
1 Yes, probably
2 Definitely

Proactive dissemination undertaken (range 0 to 5). One point each for:

Sent out reports or materials
Visited other districts to explain our work
Sent consultants to other districts
Explained our work at conference or workshop
Wrote articles for journals, newspapers, magazines

This variable could have ranged from 0 to 7; the actual range was 0 to 6. The collapsed categories and frequencies were:

	N	
Score 0 - 2	15	20%
Score 3 - 4	19	25%
Score 5	18	24%
Score 6	24	32%
	N = 76	100%

Institutionalization

To produce scores on this variable, we examined three questionnaire items. One asked, after a listing of OD activites, "Are OD activities of this sort still happening in the district" (yes, no): a second asked, later in the questionnaire, "Is OD work still continuing in the district as of this time? (yes, uncertain, no).

The third item, immediately following, asked, "What is your prediction about the future of OD in the district?" The answers of respondents were coded, and in conjunction with responses to the first two items, the following categories were developed:

0 Discontinued
2 Uncertain
4 Qualified continuation is predicted (contingencies cited)
6 Continuation predicted, but undifferentiated
8 Continuation predicted, expansion and strengthening, institutionalization cited.

The 0 - 8 range was used to weigh this variable approximately equally with the other two during preliminary analysis. The obtained range was 0 to 8, and the collapsed distribution was:

Score		N	
	0	6	8%
	2	11	14%
	4	18	24%
	6 - 8	41	54%
		N = 76	100%

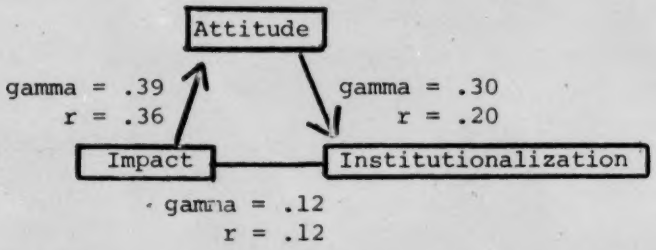
Though this distribution is lopsided, it seemed clear that lumping clear discontinuation with uncertain continuation was undesirable; it also seemed clear after extensive cross-tabular analysis that the "undifferentiated continuation" and "expanded, institutionalized continuation" were not meaningfully different subsamples.

Relationships Among Outcomes

Figure 2 shows how these three main outcome variables were related. The arrows in Figure 2 show our view of the direction of causality: high impact of an OD program tends to induce favourable attitudes, which in turn make it more likely that institutionalization will occur. But programs with high impact without accompanying positive attitudes are not likely to become institutionalized.

Figure 2

Relationships Among Outcome Measures*



* The relationships among the 3 full-range (uncollapsed) variables were essentially the same: the gamma for Impact-Attitude was .40; for Attitude-Institutionalization was .31, and for Impact-Institutionalization .22.

To see this more clearly, refer to Table 7. We see that when institutionalization is moderate or high, then impact and attitude are closely related. And when impact level is moderate or high, then the relationship between attitude and institutionalization is positive. But since, regardless of the attitude level, the relation between impact and institutionalization remains low, it is clear that impact or attitude alone are not enough. Both impact and attitude must be positive before institutionalization can be expected.[7]

Table 7

Results of Three-Way Analysis of Outcomes

		Impact-Attitude gamma
Institutionalization level	1	.00
	2	.33
	3	.56
	4	.40

		Institutionalization-Attitude gamma
Impact level	1	.29
	2	- .01
	3	.73
	4	.43

		Impact-Institutionalization gamma
Attitude level	1	- .17
	2	.18
	3	.22
	4	.12

A second consequence of this analysis was that it seemed unwise to combine all three variables into a single "success" measure. To check this further, we dichotomize the three outcomes variables (scores 1 & 2, vs. scores 3 & 4), and classified our 76 cases as to whether they were high or low on each. Table 8 shows the results.

While it was interesting that 26 cases (34%) were high on all three variables (and might therefore be seen as "most successful"), and only 7 cases (9%) could be classified as low on all three, the dispersion across the other cells shows the complexity involved.

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7 These gammas are adequate but do not explain all the variance, as a look at Table 8 indicates. Still, it is true that 90% of the 29 districts which had high impact and high attitude showed high institutionalization. Of the 24 districts with low attitude and low impact, 71% showed high institutionalization.

Table 8

Districts Classified by Three Outcome Variables

Institutionalization	Impact	Attitude: High	Attitude: Low
High	High	26	7
	Low	9	17
Low	High	3	3
	Low	4	7

The 17 cases (22%) where impact and attitude alike were low — but institutionalization was high regardless — give us pause. Examination of the questionnaires from those districts suggests that a primary reason for institutionalization is the motivation of key stakeholders: 3 mentioned top management and 1 "the system", 3 spoke of "staff commitment", 3 the interest of inside change agents or the district OD structure. So OD continued in these districts because people with some influence said they wanted it (though its impact and their own evangelistic efforts were not strong). Three other district returns mentioned that work on problems was "still continuing", a reasonable justification for institutionalization. Two gave more-abstract reasons: "OD is continuous, not one-shot", "good planning involves a constant effort". And three claimed that the effort had in fact been successful, profitable, helpful — even though their descriptions of actual benefits had been somewhat sketchy. On balance, the evidence for "mechanical" or automatized institutionalization is not strong; in at least half the cases the reasons for continuation seem plausible. And even though the vested interests of managers or OD specialists were probably operative, it seems unlikely that they would push for more work in the face of real failure. On the other hand, the existence of obvious positive results were apparently not necessary for people to decide to continue the OD effort.

Examination of the 9 cases where impact was low, but attitudes and institutionalization were both high suggested that most of them involved beginning success experiences. Thus 7 of the 9 said the OD effort had caused a "few" other changes or supported/sustained change, and 5 said it was "too early to tell" about student impact, or said the process was still not fully developed. There seemed to be commitment to the idea of OD: "a vehicle that provides the moving force", "we believe in the process", "we adopted the process", "an excellent way to operate schools". Two mentioned results achieved; two pointed out that their plan was still being carried out, and one mentioned top management commitment. Here too it seems that low impact and high institutionalization are not so anomalous as one might think.

So both the dispersion through the cells of Table 8 and the examination of particular cases suggest quite clearly that keeping three outcome variables separate is desirable. It seems very likely too, that the three different outcomes would be differentially caused by various factors — district background, reasons for beginning OD, approaches used, costs, etc., — and a general "success" variable would blur this.

V. Explanation of Outcome

The final part of our analysis involved the examination of factors which could possibly account for the three types of outcomes. We initially examined cross-tabulations of 92 variables from the questionnaire discarding those which, as judged by their gammas, bore no significant predictive relationship to any outcome.[8] We than ran three[9] step-wise multiple regressions of a total of 47 predictor variables, one regression for each outcome variable. The ceiling for predictors was set at 20, and all predictors would need an F value of at least .5 to qualify (and a tolerance level of .01).

Factors Correlated with Impact

In Table 9 we note that the multiple R using all 20 predictors is .84, covering 70% of the variance. A look down the list suggests that the primary explanation of impact is essentially scale of the effort: we note (in rough order of standardized regression coefficients) that annual cost of the program, length of the program, use of Federal funds (a feature more often found in larger projects) are all contributors to impact.

Secondly, it appears that technical support is an important explanation: we note under this heading number of outside consultant days, expenditures for materials, number of inside consultants, and number of outside consultant days.

Third, sustained task orientation is also a strong contributing factor: starting the program because of task-related organizational issues, and dealing with these both during Phase I and II means that impact will be higher. It seems likely that having a strong content orientation (not just "pure process"), using problem-solving approaches, and emphasizing structural issues in Phase I are part of this general cluster.

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8 We discovered upon examination of the first regression runs that missing data for two variables (number of days spent by most salient outside consultant, and number of days spent by most salient inside consultant, for which there were only 55 and 43 cases respectively) produced serious anomalies in one of the regressions (for institutionalization). Therefore, in a second run we dummied the mean values for these variables (a procedure which decreased their relationship somewhat with all other variables), and also deleted another variable (number of outside consultants) for which there were only 67 cases. Results for first and second runs are shown for impact and attitude, and second run for institutionalization.

9 Appendix D contains the list of 47 variables entered. See Appendix E and commentary for the list of discarded variables.

Table 9

Factors Affecting Impact of OD Program

(first run)

Variable	Multiple R	R^2	R^2 Change	f	B	Beta
Number of outside consultants	.36	.13	.134	.37	.3244	.82
Length of OD program (years)	.47	.22	.089	.36	.2599	.61
Task emphasis, Phase I	.55	.30	.077	.19	.4333	.28
Task emphasis, Phase II	.59	.35	.049	.29	.7305	.37
Lack of content orientation	.62	.39	.042	-.16	-.3367	-.37
Pace of concurrent educ. change (slow)	.65	.42	.028	-.14	-.2816	-.18
Travel costs	.66	.44	.024	.11	-.2431	-.62
Number of inside consultants	.68	.47	.024	.28	.1299	.21
Use of problem-solving approaches	.69	.48	.015	.21	.1517	.15
Size of Federal dollar support	.71	.50	.016	.24	.7242	.26
Initial task emphasis	.71	.51	.013	.22	.5260	.29
Days spent by inside consultants	.72	.53	.017	.07	-.4311	-.82
Days spent by outisde consultants	.74	.55	.017	.17	.4801	.09
Presence of mandated change	.75	.56	.013	.12	-.5635	.44
Structural emphasis on Phase I	.75	.58	.026	.12	1.5618	.34
Use of training approaches	.77	.60	.015	.18	.1014	-.10
Use of training manuals	.78	.61	.012	.17	.4061	-.31
Expenditures for materials	.79	.63	.016	.22	.8116	.23
Expenditures for released time	.81	.64	.021	.32	.2866	-.77
Annual cost of OD program	.84	.71	.057	.16	.4406	.75

Constant = -2.325

We also note that impact is slightly less likely in settings where the pace of educational change is slower, and where mandated changes form part of the context, and where larger amounts are spent on travel (suggesting that excessive off-site meetings may be counter-productive). We note too that more frequent mention of use of training is negatively related. As we shall see later, off-site meetings and frequent use of training were typical of general approaches we labelled "staff development", which tended to be somewhat less impactful than more system-oriented approaches.

There are, however, some anomalies. Though the zero-order correlation of "use of training manuals", a supposed support mechanism, is positive with impact (.17)[10] its beta weight is negative. Similarly, though the days spent by inside consultants has little correlation with impact (.08), its beta weight is also negative. Finally, expenditure for released time, which correlates with impact at a healthy .32, is also negative. We must conclude that their correlation with other positive predictors, once removed during regression analysis, accounts for the finding.

When we turn to Table 10, the second run, we note some substantial changes, which is not surprising if we remember that "number of outside consultants", which was removed for this run, was the single best predictor of impact. Now the R is .76, explaining only 57% of the variance. Here the best predictor is length of OD program; the presence of Federal dollar support also suggests the importance of scale. The negative sign of "district wealth" indicates that poorer districts are less likely to experience high impact, which fits with the scale explanation. We see once again that released time expenditures, and travel costs, once their correlation with other variables (such as Federal dollar costs, which runs at .31 and .42 respectively) is removed, have negative beta weights; the moral may be that this specific type of expenditure is not impactful, other things being equal.

It is also evident in this run that much more emphasis is placed on the contribution not only of task orientation (note importance of task emphasis initially and in the first two phases) but on a structural, system-focused effort, both generally and at Phase II; the supportive converse is that sheerly personnel-developing approaches are less likely to be impactful (and note that system-oriented approaches are better).

Lastly, we note the importance of OD support mechanisms: especially an OD steering group. The negative beta weights for "building coordinator" and "task forces" seem explainable by the fact that the first variable (itself uncorrelated with impact) is correlated at .40 with initial emphasis on educational issues; the second variable is correlated at .30 with task emphasis.

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[10] The practical size of this relationship is illustrated by the fact that of those districts not mentioning training manuals, 46% had moderate to high impact; of those simply mentioning them, the figure is 44%. But for those calling specific training manuals "crucial" or essential to the work, the figure was 68%.

Table 10

Factors Affecting Impact of OD Programs

(second run)

Variable	Multiple R	R^2	R^2 Change	r	B	Beta
Length of OD program (years)	.35	.13	.130	.36	.9147	.21
Task emphasis, Phase II	.45	.20	.077	.29	.6222	.31
Task emphasis, Phase I	.50	.25	.046	.19	.3909	.25
Lack of structural emphasis	.54	.30	.047	-.29	-.6204	-.08
Personnel development emphasis, initial	.57	.33	.034	-.16	-.8176	-.24
Educational issues emphasis, Phase I	.61	.38	.047	.18	.9473	.30
Use of problem-solving approaches	.63	.40	.026	.20	.1834	.19
Presence of OD steering/planning group	.65	.42	.018	.22	.3372	.16
Presence of OD building coordinator	.66	.44	.018	.02	-.6472	-.25
Structural emphasis, Phase II	.67	.45	.010	.17	.5039	.09
Educatioal issues emphasis, initial	.68	.46	.011	.25	.4174	.20
Wealth of district (low)	.69	.48	.014	-.18	-.2401	-.21
Expenditures for released time	.70	.49	.013	.32	-.5385	-.16
Task emphasis, initial	.71	.51	.011	.21	.3985	.21
Size of Federal dollar support	.72	.52	.016	.24	.5570	.19
Use of OD task forces	.73	.54	.014	.18	-.1928	-.16
Number of inside consultants	.74	.55	.011	.28	.1029	.17
Travel and living costs	.74	.56	.008	.11	-.6125	-.16
Lack of content orientation	.75	.57	.009	-.16	.1167	.13
System-oriented approach to OD	.76	.57	.006	.31	.4261	.10

Constant = -3.132

Factors Correlated with Attitudes

The multiple R for Table 11 is also substantial (.86, explaining 74% of the variance). The explanatory picture, however, is not quite as clear. While questions of scale are still relevant (longer programs, those with more Federal money are more associated with positive — that is to say, dissemination-prone — results), it may be more important how funds are spent.

For example, days spent by outside consultants, the number of outside consultants and expenditures for materials all seem important in terms of technical support. (As before, we note the anomaly of negative beta weights for outside consultant expenditures, and for training manuals). It also appears to be important that inside support for the effort is present in the form of district-level and building-level coordinators.

It also seems that a structural emphasis is important for attitude development: if technostructural approaches are used, if structural issues are salient in Phase II, and (looking at the zero-order correlation) at time of initiation, more positive attitudes are likely.

The fact that task orientation continued to be important (task emphasis at Phase II, and content orientation of the OD program) is for this variable supplemented by something new: educational focus. That is, positive attitudes toward the usefulness of OD, and the tendency to proselytize for it are more likely when the effort is occurring in a context of instructional innovation (as we have seen, OD is given credit for this), and when the initial emphasis of the program (the problem for which OD was seen as a solution) were educational matters internal to the school. Attitudes are also more positive when the district context is highly changeful — and in this case that includes the presence of mandated change. We conclude that the users of OD are more likely to want to disseminate it to other districts when it is clear the OD program has been of strong educational use (not just foscussed on general organizational improvement) — a finding which makes a good deal of sense.

Table 12, with number of outside consultants removed, gives broadly similar results. The most interesting addition is that larger scope of the program, and money for released time (both aspects of increased scale) tend to be associated with more frequent dissemination-prone attitudes.

Factors Correlated with Institutionalization

The regression in Table 13 excludes "number of outside consultants"; the regression with that variable included was uninterpretable. The multiple R is only .67, explaining 44% of the variance. We note with some interest that large-scale programs are less likely to become institutionalized (those with larger annual costs, more contact with outside consultants, more travel expenditures, larger

Table 11

Factors Affecting Positive Attitudes
Toward OD Program Diffusion

(first run)

Variable	Multiple R	R^2	R^2 Change	r	B	Beta
Expenditures for materials	.36	.13	.134	.37	.1747	.44
Presence of district coordinator	.46	.22	.085	.31	.7566	.34
Days spent by outside consultants	.54	.29	.074	.36	.2727	.35
Presence of instructional change	.61	.37	.073	.31	.1685	.k6
Task emphasis, Phase II	.65	.42	.050	.25	.6723	.31
Use of training manuals	.68	.46	.045	.00	-.5277	-.37
Length of OD program (years)	.71	.51	.047	.34	.1760	.37
Expenditurs for released time	.74	.55	.038	.14	-.1345	-.33
Use of technostructural appraoches	.75	.57	.022	.11	.2020	.14
Expenditures for outside consultants	.77	.59	.018	.18	-.1598	-.39
Pace of concurrent educ. change (slow)	.75	.61	.019	-.21	-.4342	-.26
Number of outside consultants	.79	.63	.021	.16	.9425	.00
Initial structural emphasis	.80	.65	.017	.19	-.6423	-.24
Presence of mandated change	.81	.66	.013	.25	.3376	.24
Lack of content orientation	.82	.67	.013	.02	.2690	.27
Use of building-level coordinator	.83	.68	.013	.10	-.5740	-.20
Size of Federal dollar support	.83	.70	.014	.28	.4338	.14
Use of data feedback approaches	.84	.71	.011	.00	.1960	.17
Educational issues emphasis, initial	.85	.72	.010	.23	.3862	.17
Structural emphasis, Phase II	.86	.74	.013	.12	.8045	.14

Constant = -1.944

Table 12

Factors Affecting Positive Attitudes
Toward OD Program Diffusion

(second run)

Variable	Multiple R	R^2	R^2 Change	r	B	Beta
Expenditures for materials	.37	.13	.134	.37	.1923	.49
Presence of district OD coordinator	.46	.22	.086	.31	.6347	.28
Length of OD program (years)	.53	.28	.059	.34	.1523	.33
Task emphasis, Phase II	.58	.33	.056	.25	.4374	.20
Use of training manuals	.63	.39	.058	.00	-.5553	-.39
Days spent by outside consultants	.67	.44	.050	.29	.1275	-.18
Presence of instructional change	.69	.48	.039	.31	.1693	.16
Expenditures for released time	.72	.52	.034	.14	-.1528	-.38
Pace of concurrent educ. change	.73	.54	.019	-.21	-.2685	-.16
Task emphasis, initial	.74	.55	.018	.15	.3007	.15
Educational issues emphasis, initial	.76	.58	.021	.23	.5960	.27
Use of techno-structural appraoches	.77	.59	.015	.11	.2502	.17
Lack of content orientation	.78	.60	.012	.02	.2101	.21
Structural emphasis, Phase II	.78	.61	.012	.12	1.1399	.20
Use of data feedback	.79	.63	.014	-.26	-.2135	-.23
Scope (extensity) of OD	.80	.64	.017	-.15	.1069	.16
Presence of mandated change	.81	.66	.015	.25	.2934	.21
Expenditures for released time	.82	.68	.017	.15	.3403	.15
Expenditures for outside consultants	.83	.69	.011	.18	-.8670	-.21
Presence of building-level OD coordinator	.84	.70	.015	.10	-.4425	-.16

Constant = -4.355

Table 13

Factors Affecting Institutionalization of OD Programs

(second run)

Variable	Multiple R	R^2	R^2 Change	r	B	Beta
Days spent by outside consultants	.28	.08	.078	-.28	-.1861	-.30
Systems-oriented approach to OD	.37	.14	.062	.21	.1064	.27
Use of training manuals	.43	.18	.043	.19	.2283	.18
Expenditures for travel	.47	.22	.037	-.14	-.1511	-.04
Personnel development emphasis, initial	.49	.24	.022	-.13	-.2333	-.07
Task emphasis, Phase I	.51	.26	.021	.18	.2523	.17
Presence of instructional change	.53	.29	.022	.15	.2021	.22
Wealth of district (low)	.56	.31	.029	.14	.9561	.09
Structural emphasis, initial	.58	.33	.018	-.14	-.4411	-.19
Structural emphasis, Phase I	.59	.35	.019	.18	.6083	.14
Use of problem-solving approaches	.60	.37	.014	.14	.1958	.20
Presence of cadre of OD specialists	.62	.38	.014	-.05	-.5239	-.24
Expenditures for materials	.62	.39	.011	.00	.7965	.23
Expenditures for new positions (coord. etc.)	.64	.40	.014	-.14	-.8913	-.33
Expenditures for released time	.64	.41	.007	-.09	-.1053	-.30
Task emphasis, initial	.65	.42	.008	.18	.2697	.15
Use of data feedback	.65	.43	.007	.03	-.1572	-.15
Educational issues emphasis, Phase II	.66	.43	.007	.10	.2822	.15
Annual cost of OD program	.67	.44	.010	-.12	.1453	.26

Constant = 0.605

released time expenditures), a finding which is familiar from other studies of educational change implementation (Berman & McLaughlin, 1977). Districts which carry out large-scale programs, often with special Federal support, find that the programs are temporary and unique, not supportable in a continuing fashion.[11]

Poorer districts are somewhat more likely to institutionalize their OD programs, probably because they are less likely to mount large-scale efforts in the first place. Thus, 89% of districts with a wealth at the 25th percentile institutionalized, 81% of average-wealth districts did so, as did 71% of top-quarter districts, and 75% of 95th percentile districts. The differences are not large, but are there. Secondly, there is a clear indication that structural, system-changing emphases are associated with institutionalization: initial, Phase I, and over-all structural emphasis, plus presence of a system-oriented general approach[12] are all contributors: again we see that initial personnel-development emphases are counter-indicators. Third, the breakdown on outside consultant days is clear, though we have data for only 55 cases. The gamma is -.33. Looking at percentages, it turns out that institutionalization occurred in 86% of the 29 cases where the main outside consultant spent 1-15 days; this was true in 65% of the 17 cases where he or she spent 16-62 days, and for 55% of the 9 cases where he or she spent more than this. So the issue may be as much "ownership" as scale of the effort (even though the number of days figure does correlate at .57 with total costs). Districts which rely on the sustained presence of an outsider are less likely to build in their own support system for OD (a finding which is convincingly supported in our Adams County Case Study, see Vol. IV).

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11 The gamma between amount of Federal funds and institutionalization in our sample was .12. Practically: of those districts receiving no federal funds (62% of our sample), 77% achieved institutionalization (almost the same as the sample as a whole). The 16% of districts who received less than half of their OD support Federally did better - 91%, so some Federal support helps. But the 20% of districts who got the majority of their OD money Federally were back down to 73% institutionalization. The picture is a bit clearer if we look only at decisive institutionalization, where "built-in-ness" is clearly cited. Here the figures are: no Federal money, 57%; some Federal money, 58%; and majority Federal money, 40%.

12 Specifically, with the exception of MBO/PPBS which was at the mean, the more system-oriented approaches achieved higher institutionalization, 100% of the 6 "comprehensive" school improvement districts achieved institutionalization at level 3 or 4; and 89% of the 27 "classical OD" districts did so. The average level of institutionalization, it will be remembered, was 78%, and all other project types were at or below this average figure.

Technical support seems important (note the importance of training manuals and materials).

Educational emphasis is also more frequent in institutionalized programs: see the focus on such issues in Phase II, and the presence of concomitant instructional change (which, as we have seen was usually attributed to the OD program).

Finally, we note some surprises. The presence of cadres as such does not correlate with institutionalization (and has a negative beta weight), and so does expenditure for new positions such as that of change agent or coordinator. Such support mechanisms are usually expected to increase institutionalization. The answer for new positions is clear: the variable is correlated at .62 with yearly costs — larger programs were much more likely to have new positions (and as we have seen, larger, more Federally-supported programs are less institutionalizable). The cadre question is more puzzling. The presence of cadres is more likely, it seems, when expenditures for external consultants (r = .32) and for travel (r = .31) are high — both negative indicators. So those relationship may account for the negative beta weight. At the raw data level, cadres simply did not make for more or less institutionalization. Note, too, that the total number of inside change agents has an r of .01 with institutionalization (though it relates .28 with impact) - another reminder that bigger is not better when it comes to building things in.

A general summary of what we have found: the impact of OD programs in school districts is larger when more energy, resources and time are put in, when the approach is task-oriented, takes a structural, system-oriented tack, and is well supported with technical assistance. Attitudes supporting the spread of OD to other districts are stronger when the scale is large, when it is seen as useful for educational improvement, when structural and task emphases have been important, and when internal OD coordinators are in place. Finally, it seems likely that the institutionalization of OD programs in schools is likely for programs of moderate rather than large scale, those with an educationally-focused emphasis - and a structural, system-changing approach. Technical support through manuals and materials helps. Excessive reliance on outside consultants seems to reduce ownership, hence institutionalization.

Now that we have analyzed the basic correlates of the outcome measures, two other comparisons are necessary in order to understand more fully what types of OD programs have the greatest effect on outcomes. In the next section we compare the eight approaches to OD in relation to their outcomes, and in the section following we examine Canadian/U.S. differences.

VI. General OD Approach and Outcome

As reference to Table 4 will remind the reader, some of the general approaches used in the districts were quite infrequent, making generalizations difficult. However, some conclusions are fairly clear.

Table 14 shows that the weakest approaches as far as impact was concerned were personnel development, accountability, "indeterminate" and "curriculum change" (though N's are small in the latter two). Most clearly, the "personnel development" approach is underperforming (we might note that 50% of the 14 cases fill in the lowest impact category). On the other end, classical OD is achieving the best results (if we discount the 2 desegregation cases); "MBO/PPBS" and "comprehensive school improvement" are near the mean for the sample as a whole.

Looking at attitude, the results are broadly similar: "personnel development", "indeterminate" and "accountability" are less frequently achieving dissemination-prone attitudes; classical OD does well. The main differences are that more MBO/PPBS districts show a much stronger positive attitude outcome, as do curriculum change districts.

Table 14

Percentages Showing High to Moderately High Outcome

General Approach	N	Impact	Attitude	Institution-alization
Indeterminate	5	40%	20%	20%
Personnel development	14	29%	43%	79%
Desegregation	2	100%	100%	50%
Curriculum change	5	40%	60%	80%
Accountability	8	37%	37%	62%
MBO/PPBS	8	55%	78%	78%
Comprehensive school improvement	6	50%	50%	100%
Classical OD	27	66%	63%	89%
	76	51%	55%	78%

When we turn to institutionalization, "classical OD", along with "comprehensive school improvement" and "curriculum change" are outperforming the rest of the sample. The weakest institutionalizers are "accountability" (an interesting finding in view of the state department of education support to such approaches) and "indeterminate", as we might expect. "Personnel development", though it performed poorly in both impact and attitude, tends to be institutionalized about as frequently as the average district in our sample, raising the interesting possibility that "personnel development" may be easy to diffuse and institutionalize because it does not represent a very fundamental change (i.e. it does not require basic organizational change; is more acceptable because of this (it is less threatening) but is less consequential because it does not involve significant change).

On balance, it seems fair to conclude that the "classical OD" approach is most likely to show positive outcomes of all 3 types, followed by "MBO/PPBS" and "comprehensive school improvement" schemes. All these approaches share a coherent, structured, system-oriented approach, and the latter, at least, stresses educational issues as such (the N of 2 on "desegregation" is too small to draw conclusions).

The "indeterminate" approach is clearly most inferior, followed by "personnel development" - we infer because of its emphasis on persons and their skills as targets rather than on system functioning (and perhaps missing educational issues as well). We should also note that "accountability" schemes fare poorly; it is possible that standard, often state-mandated, schemes lack the acceptance by districts and/or the flexibility to have real impact or attitudinal effects - and do not get built in well either once the mandated or stipulated period of use is over.

So, on balance, well-defined, system-oriented approaches to OD work best; focusing on the learning of individuals as such, or having no very clearly defined approach tends not to work well.

These findings raise the knotty question - one often discussed in the OD literature - of just what OD "is". It will be recalled from Vol. II that Weisbord (1977), in a thoughtful article entitled "How do you know if it works if you don't know what it is?" concludes that OD's primary concern is "redressing the balance between freedom and constraint" in organizations, with a unique focus on the "task/process relationship", taking an "action research" approach to help organization members achieve valid data, choose freely and develop commitment to act. Our data support the task-process emphasis, but can't be marshalled to assess the usefulness of the other parts of Weisbord's definition. The issue of "what is OD" is a theme which runs through our report. It was addressed in some detail in our review of reviews (Vol. II.) and is a subject of discussion in the conclusion (Vol. V.)

From a practical point of view, it seems sensible to reiterate our original definition - "a sustained effort at system self-study and improvement over a period of at least 18 months, focusing on change in organization procedures, norms or structures, using behavioral science concepts". We must charitably assume that our "personnel development" districts were trying to change their organizations' structures via the route of transforming individuals, heightening their skills, etc. It's fairly clear that this is less likely to succeed than direct system-changing efforts. This issue was addressed nicely by one of our Canadian respondents who decided that the program in his district was not OD:

> "This is a good questionnaire, but the efforts in schools here are just too sparse to be called OD. A few people, largely outside the power structure have tried to raise awareness and generate energy, apparently with limited success. The problems I see include - no institutionalized resource. All work is voluntary and after hours. Limited support by the power structure heightens feelings of alienation by those interested in OD. Feelings of powerlessness are complicated by a poor goal focus. The orientation of many then becomes one of personal growth rather than organizational growth."

We also tend to agree with Weisbord (1977) that MBO/PPBS approaches as such are not OD; to qualify, direct attention to organizational change would need to be present (see the Adams County Case (Vol IV) for a good illustration of this combination).

We suggest that "accountability" schemes are less effective in our terms because they are weak on behavioral science concepts — examining primarily educational outcomes and their achievement (or lack of it) without a clear theory of organizational structure and functioning to guide improvement efforts. This inference deserves further exploration.

"Comprehensive school improvement" approaches work, but are they OD? Yes, we suggest, if the elements of our original definition are there.

As the Garden City case study suggests, (Vol. IV), the "curriculum change" approach is a borderline one. The issue is whether sustained attention is given to the organizational issues underlying or accompanying curriculum change and the installation of programmatic innovations. If the answer is "little", then the approach can hardly be labelled OD, even though it may be accomplishing useful things for schools.

We have too few "desegregation" cases to help us much with the definitional task — but here too the issue is whether such work transcends efforts to alter individual attitudes and behavior and moves toward organizational redesign and renewal.

Perhaps we might add the work "coherent" at the beginning of our definition of OD - it seems likely from our data that effectiveness requires clarity of approach as a sort of minimum input characteristic. Beyond this we formulate an expanded, revised definition of OD in Vol. V as a result of our state of the art review as a whole.

VII. United States/Canada Outcome Differences

One final comparison we analyzed involved Canadian/United States differences on the three outcome measures. As Table 15 clearly shows, Canadian school districts with sustained OD programs are much less likely than U.S. school districts to have high impact, high attitude or high institutionalization. In fact, 68% of the U.S. cases have high impact compared to only 20% of the Canadian cases; 57% of U.S. cases have high impact compared to only 35% of the Canadian and 80% of the U.S. cases have high institutionalization compared to 70% of the Canadian. To understand possible reasons we also compared the Canadian and U.S. cases in terms of their OD approaches (refer to Table 15). It was striking to find that 50% of the Canadian cases were characterized as "personnel development" or "indeterminate", compared to only 16% of the American cases. In short, Canadian school districts (note that 14 of the 20 were in Ontario) were much more likely to have individualistic rather than system oriented approaches to OD (which accounts for their comparatively low impact on outcomes and attitudes in

the district). We can only speculate on the reasons for this difference but one major factor comes readily to mind. OD in education has diffused to Canada primarily from the U.S. without the corresponding development of the infrastructure necessary to support systematic or comprehensive OD efforts. For example, there were very few OD consultants in Canada who have had training in OD outside the school district, and even fewer examples of university based consultants who could be available for direct OD work or for training others. At first glance, then, it appears that - at least at this stage in time - the more superficial, individualistic (personnel as distinct from system) oriented aspects of OD have been diffused without the more fundamental and comprehensive components of OD. One wonders whether what we have called "classical OD" can be understood under these conditions, and whether partial diffusion does more harm than good in terms of the evaluation it may receive from would-be users.

Table 15

U.S. - Canada Outcome Differences in Percentages

		United States	Canada
Impact	HI	68% (32)	20% (7)
	LO	32% (24)	80% (13)
Attitude	HI	57% (38)	35% (4)
	LO	43% (18)	65% (16)
Institutionalization	HI	80% (45)	70% (14)
	LO	20% (11)	30% (6)
		74% (56)	26% (20)

Total N = 76

VIII. Conclusions and Implications

Volume V contains a detailed discussion of the implications of our findings. At this time, it is sufficient to note the following conclusions from our district data.

1. Clientele. OD programs, judging from our sample, are more frequently found in larger districts, and in districts with a socio-economic balance toward the working-class side. However, the type of setting ranges widely, including slightly more than a third of the sample each for urban/metropolitan and suburban settings, and about a fifth in towns and villages. So OD users are not limited to a narrow band of districts. And the range of problems mentioned as precipitating the decision to proceed with an OD program is also quite broad, with most emphasis on organizational task and socio-emotional issues, educational problems and outputs. Perhaps it would be presumptuous, given the limited diffusion of OD, to say that OD is widespread, but our sample is certainly not an esoteric one.

2. Success probabilities. Judging from this self-selected population of educational OD users, if a school district starts OD and continues it for at least 18 months, the chances are a good deal better than even that there will be impact on the district, both generally and in terms of the stimulation of instructional change (and, to some degree, impact on students). It is also typical for such OD users to believe that OD should be more widely used in their county's schools, and to make proactive dissemination efforts. Finally, the chances are nearly 8 in 10 that OD programs, once launched and continued for a year and a half, will continue. Cases where programs continued in the absence of clear impact or positive attitudes toward dissemination did not seem to be "irrational"; in most cases the picture was one of a well-begun but incomplete process for which there were clear internal advocates.

Our three basic indicators of "success" are not strongly correlated with each other, but it does seem that both a reasonable degree of impact and a practical conviction that OD is worthwhile are needed before institutionalization is likely: enthusiasm unfounded in results, or results without the self-reaffirming actions of proselytization to other districts rarely led to building in OD in one's own district.

This finding suggests that agencies funding OD efforts — whether they are external to school districts, like NIE, or are districts themselves — ought to earmark part of their support for (a) evaluation and assessment efforts, so that

obtained results would be clearer[13] and (b) for proactive dissemination efforts, such as those involved in publishing, sending out consultants to other districts, making conference presentations, and the like. A good deal of the latter already happens "naturally" (50% of the districts did 3 or more such activities, and 75% did at least one), so it should not be too hard to boost the rate with some earmarked support. Judging from the fact that districts involve so many internal personnel, especially line managers, in carrying out OD efforts, we might predict that supporting those managers in further dissemination efforts would increase what looks at present like a rather leisurely rate of diffusion.

3. The Value of OD. The prior question, of course, is: is OD worth diffusing? Generally speaking, those who have given it a good try say yes. It does appear that it makes life better for the adults - and about half the time for students as well, although the supportive data on students in negligible (two of the three case studies also indicate the scarcity of direct student data). There seems no reason, on the face of it, why larger probabilities of student impact - including change in learning outcomes - could not be achieved if OD programs were designed that way. The innovation-encouraging nature of OD programs is also an important point in their favor. OD proponents have long claimed that greater "organizational health", a second-order change supposedly achieved through OD, will enable school districts to bring about many other specific desirable changes. Our data lend a good deal of weight to the plausibility of that claim. The credibility of these claims (and probably the quality of programs) would be enhanced if more attention were paid to thorough evaluation of programs and their impact.

4. Types of OD Approaches. The claim for the desirability of OD should be tempered by our findings on the relationship between types of OD approaches and outcomes. Structured, system and task oriented approaches to organizational functioning (recall our definition of OD) are evidently more effective. Classical OD and to a lesser extent MBO/PPBS[14] show higher impact, attitude and institutionalization. Even more revealing is the finding that more individualistic (personnel development) or indeterminate approaches, and accountability approaches are less effective. Funding agencies and school districts would improve the value of OD by supporting the more structured and system oriented approaches over the more personnel training type programs. All approaches probably could benefit by a more explicit focus on educational issues, and on the specific links between OD and educational outcomes including impact on students.

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[13] It is important to recall that only a small minority of our sample said they had anything like a thorough evaluation study of their programs.

[14] The success of MBO/PPBS programs may depend on how much OD is included (see Adams County, Vol. IV). We may have in our sample of MBO/PPBS cases ones which have different degrees of "OD" as part of the program.

5. Cost-benefit Ratio. Do the costs justify the benefits? Generally speaking, the answer seems to be yes (again depending on the type of program or approach). The negative outcomes noted do not seem substantial enough to sap the commitment and optimism of our respondents.

The financial costs are not large at all. While it is possible, as we have seen, to spend large amounts of money (which gets somewhat more impact, seems to cause proselytizing, and reduces institutionalization), the median district spent under $10,000 a year; even those at the 75th percentile spent under $25,000. This is certainly comparable to amounts typically spent on in-service training programs, most of which are widely seen as a waste of time by teachers. If we accept the testimony of our respondents, the benefits obtained for the costs of OD are quite substantial. Practically speaking, our median district claims to have achieved many positive outcomes by earmarking something like half of one teacher's salary for OD activities. Since the median total staff size was 700 - 1500, our average district was spending something like $10-25 million annually, so the dollar costs of OD are not exactly exorbitant.[15]

The practical footnote for external funding agencies seems to be: for optimal impact and institutionalization, restrict support to less than half a district's program costs.

Time costs are larger, relatively speaking. The median program took 3 years, and involved about a quarter of the staff directly; 29% of districts involved all levels of staff, and another 8% went beyond the staff total (by involving parents and students). We do not have clear data available on time investments, but it seems reasonable to expect that the typical person involved might have spent at least 10 days annually; recall too that the median district had 12 persons working as internal change agents, and that the most salient one of these had invested 200 days over the 3 years. We are speaking of time investments more substantial than those typically incurred by in-service training programs, so it is not surprising that overload and time problems were mentioned by 11% of our districts.

It could be argued that the benefits claimed are inflated, since our respondents were typically actively involved with planning and operation of the programs they were describing. On balance, we doubt this, since (a) our three site visits to successful programs did not turn up incongruencies with what was reported; (b) the factors associated with varying amounts of success on our three outcome measures, by and large, make sense; (c) reporters of more-successful programs do not minimize negative outcomes, as might be expected if a rosy view were being taken.

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[15] On the other hand, we have emphasized at various places in our study, including the following subsection on "time", that time costs and salaries for existing line managers and other inside change agents who are doing OD as part of their regular jobs, can be substantial.

6. Needed materials. Although our somewhat uncorrelated outcomes naturally do not show the same set of predictors, there is some overlap. It is clear that structurally-oriented approaches, and those which emphasize the tasky side of organizational life work better, generate more dissemination conviction and activity, and get built in more frequently. Secondly, we note that educational emphasis was a good predictor of both dissemination attitudes/behavior and of institutionalization.

If we put these findings together with the facts that (a) more than a few districts reported "front-end" problems such as hasty or poorly-planned initiation; (b) training manuals proved important both for impact and for institutionalization; (c) most districts naming useful materials did not name educationally-specific ones; there is a plausible implication for funding agencies such as NIE. Support should be provided for the development of materials which will aid better early planning of OD programs in schools, emphasizing structural approaches well-linked to educational issues. Materials which are directed at the tasks of educational programs appear to be valuable and needed. Materials which can be adapted and incorporated along with other materials selected by the district are probably more desirable than single comprehensive packages (see also Case Studies A and B in Vol. IV).

7. Diffusion and Dissemination. The question of materials obviously relates to diffusion and dissemination, but the latter can be more broadly considered. We have found what we think is a great deal of "hidden" OD in use in school districts, i.e. practitioners developing and using OD programs in isolation without knowledge of each other. It would be especially beneficial if funding agencies supported the identification, sharing and exchange of information and practices engaged in by school districts. A network of practitioners would probably be valuable to provide material help and information, particularly among districts using similar OD approaches. There is likely a wealth of practical knowledge about successful and unsuccessful techniques, materials, etc., which has accumulated through local development efforts (which it will be remembered usually involve using and modifying external materials, developing local ones, combining OD components in unique, practically-oriented ways etc.) Greater knowledge and availability of this material and the people using it would benefit the field.
It may also be the case that dissemination from practitioners who themselves have been centrally involved as insiders may be an effective way of spreading good, workable OD programs.

Our data (especially Canada/U.S. comparisons) also hint at the possibility that "personnel development" or the focus on training individuals may be the easiest kind of OD to disseminate, but the least effective. Dissemination strategies should take into account the kinds of support needed to promote the use of more fundamental system-oriented approaches (several of our other suggestions are directed at this need, eg. training insiders).

Finally, as noted above, OD need not cost school districts a great deal, but in any event, dissemination and institutionalization is likely to be more effective if the district pays more than half the costs. Money from external sources is necessary, but it should not be the predominant source of financial support for the program.

8. Structural and Administrative Supports. The question of what structural supports are needed for effective OD programs is a knotty one. We found that impact was more likely where an OD steering group was present, and where released time was provided (though the effect of the latter was reversed when other variables were held constant) and where more people were working as inside change agents.

Positive attitudes seemed to need district and building-level coordinators and released time. And institutionalization perhaps district and building coordinators (as judged by gammas, not the regression results). Perhaps the practical conclusion is: start with a steering group, involve plenty of insiders as change agents—but be sure that there are people placed in coordinative positions for the program both at the district and the building level. OD programs need advocates and pushers in key positions. The verdict on formally designated "cadres" of trainers or OD specialists is: not proven.

As for administrative support and involvement, top administrators (eg. superintendents) are often crucial to the initiation of OD programs (the three case studies provide detailed support and descriptions of the importance of superintendents and other key top administrators).

9. Training for Insiders. Impact and to some degree positive attitudes were aided by having more inside change agents or facilitators in place. But in only 7 districts did we note the presence of people formally designated as OD specialists, even though 48% of the districts had someone designated as a district OD coordinator. Though the most salient insiders were spending more than a dozen times as many days with the program as the most salient outside consultants, they were mostly line managers largely untrained. Less than half of the insiders had received training in OD in universities, training conferences or workshops. Furthermore, only a small minority had any external colleague affiliations lending further weight to the idea that the insiders are non-professionalized. The fact that program impact was as high as it was under these circumstances is quite striking. OD can be done reasonably well by inside OD change agents, but we should note too that institutionalization was not more likely when more such insiders were at work, or spent more work time.. Time per se is not important: it seems likely that supplying training for inside change agents, and developing more linkage to other OD professionals could in principle enhance program impact and increase institutionalization.

The training of insiders did make a difference, we found. We divided insiders into those (9%) who had well-defined formal training (NTL, OD Network, University Associates, CASEA, CRUSK and NWRL); those (39%) who had less-well defined formal training (unspecified university programs, workshops, courses, conferences, internships, labs, state department, or district-internal programs); those who had no formal training, or unknown training (25%), and those for whom no information at all was available (26%).

Altogether, 51% of districts had high impact. But 100% of our seven well-trained insiders achieved high impact, while 58% of less well-trained ones and 59% of non-trained ones did so. Only 22% of those where no information was supplied were in high-impact districts.

Looking more carefully at cases where no information was supplied, we found that (a) they had fewer total insiders (median of 4 as compared to 8 for the sample), (b) used outsiders less intensively (median 3 days, where sample median was 15), and (c) were less likely to have a district coordinator (40% versus 46% for the sample). We conclude that leaving the inside change-agent item blank is not a coincidence, but suggests a much weaker change agent presence generally.

Turning to attitude, 55% of districts had high attitudes. But 71% of well-trained insiders were in high-attitude districts, as were 64% and 67% of less well-trained or non-trained insiders. Again, only 25% of no-information cases were in high-attitude districts.

Finally, remembering that 78% of districts had high institutionalization, we note that 86% of well-trained insiders were in high institutionalized districts, as were 80% and 79% of less well-trained or untrained insiders. Only 70% of those without information on training were in high-institutionalizing districts.

We see in general that good formal training makes a decisive difference but that untrained or less well-trained insiders can still do reasonably well. Districts where the respondent did not bother to provide information about inside change agents were the weakest of all.

Although the role and training of insiders is crucial, it does not necessarily make sense for districts to hire OD specialists de novo. Developing the skills and staying-power of regular school personnel who will be doing OD anyway would seem to make the most sense. We noted with some interest that two of the three general OD approaches which had moderate to high impact and high institutionalization (classical OD and comprehensive school improvement) both had above-median numbers of inside change agents, and involved more attention to the training of insiders. The one exception to this was MBO/PPBS, which also had high impact and institutionalization, but did not have above-median numbers of inside change agents; such approaches, however, are designed to involve all line managers in the long run.

We should include here a reminder: all but a handful of our districts also used external change agents, who often proved important in launching the activity, aiding strategic planning, supporting insiders, providing materials, etc. External agent use (as measured in numbers of people, days spent, and funds expended) was quite important for impact, and for the development of dissemination-prone attitudes. So, remembering the relationship of our three outcome variables to each other, use of external change agents is a necessary, but not sufficient condition for OD institutionalization. In fact, given the comparatively more important role of insiders, the role of external change agents should be directed at providing support and transferring knowledge, materials, skills, etc., to key insiders. The implication is that insider training should clearly include careful attention to strategies for initiating and supporting insider-outsider combinations, with the emphasis on building the capacities of insiders.

There are other more specific policy and practice implications of our findings for different agencies like NIE, state departments, and local school districts. These implications are developed in more detail for the study as a whole in the concluding volume of the project (Volume V).

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Appendices

Appendix A: Consultant Questionnaire

Appendix B: School District Questionnaire

Appendix C: Specific Materials Identified as Important or Essential for OD Programs

Appendix D Predictors Entered in the Regression Equations

Appendix E: Discarded Predictors of Outcome

Col.
1-7 _____

QUESTIONNAIRE FOR NOMINATING OD SITES IN EDUCATION

Part A - Your Background

1. What is your current job title? Col. 8-9 ___

2. What do you do? (activities, duties) Col. 10-11 ___

3. What is your main base of work? (Please circle one) Col. 12 ___

   1. School or School District
   2. Education Agency at Regional or other Intermediate Level
   3. State or Provincial Education Department
   4. Educational R&D Center or Laboratory
   5. Government Agency (other than preceeding)
   6. Non-Profit Agency (other than preceeding)
   7. University
   8. Freelance
   9. Business
   10. Other _____

4. What is your sex? Col. 13 ___

   1. Male
   2. Female

5. In which school districts, if any, have you personally done OD work of any length, since 1970, including current work? (Start with current work and move back in time)

Year(s)	School District	Sub-Units Involved	No. of days Involved	Problems or Organizational Issues Addressed	Approach Used (Select appropriate numbers from list below)

Col 14-20

121

Nine Approaches to OD

1. Training or education: procedures involving direct teaching or experience-based learning. Such technologies as lectures, exercises, simulations, and T-groups are examples.
2. Process consultation: watching and aiding on-going processes and coaching to improve them.
3. Confrontation: bringing together units of the organization (persons, roles, or groups) which have previously been in poor communication; usually accompanied by supporting data.
4. Data feedback: systematic collection of information, which is then reported back to appropriate organizational units as a base for diagnosis, problem-solving, and planning.
5. Problem-solving: meetings essentially focusing on problem identification, diagnosis, and solution invention and implementation.
6. Plan-making: activity focused primarily on planning and goal setting to replot the organization's future.
7. OD task force establishment: setting up ad hoc problem-solving groups or internal teams of specialists to ensure that the organization solves problems and carries out plans continuously.
8. Techno-structural activity: action which has as its prime focus the alteration of the organization's structure, work-flow, and means of accomplishing tasks.
9. Other

63

64

6. If you have been involved in OD, (in education or otherwise) how did you learn your OD skills? Col. 21 ____

(If NOT involved, check here _____)

a) Formal Programs (workshops, graduate work, internships, etc.) Please describe briefly. Col. 22-23 ____

b) Other Experiences (on the job, special projects, etc.) Please describe briefly. Col, 24-25

7. Please indicate your telephone number(s) where you can be reached.

If the address we used was not correct, please list your correct one below.

8. If you think that there is anyone else who should receive this questionnaire, who you think might not be on our list, please list their name and address.

Part B - Site Nomination

9. Using the definition of OD in the cover letter (i.e. a sustained attempt at system self-study and improvement over a period of at least 18 months focusing on change in organizational procedures, norms or structures) please list all possible sites that you think may be eligible for inclusion. Efforts should have started since 1964, but need not be active now. Please err on the side of including them if you are in doubt.

Name and Address (if known) of District	Contact person in District (Address & phone if possible)	Names of OD Consultant(s) Involved (Address & phone if possible)

Please make any other comments you wish about Parts A, B, or the study as a whole:

Thank you for taking the time to fill this out. Please return the questionnaire in the enclosed pre-paid envelope.

Michael Fullan/Gib Taylor
Ontario Institute for Studies in Education

Matthew B. Miles
Center for Policy Research, Inc.

Appendix B: School District Questionnaire

CPR/OISE
5/77

/1-7
01/8-9

ORGANIZATION DEVELOPMENT REPORT

Part I - Preliminary Questions

1. School district _____ 2. Today's date _____

3. Name of person filling this out _____ 4. Position _____

5. Mailing address: _____ 6. Phone ( ) _____

_____

7. Please read this definition carefully:

> For purposes of this questionnaire, we define organization development (OD as a sustained effort at system self-study and improvement, focusing on change in organizational procedures, processes, norms or structures, using behavioral science concepts.
>
> The target of attention may be a complete school district, or some sub-unit such as a school, central office staff, or cabinet. System-improvement efforts such as PPBS or MBO qualify if attention is paid to the human-system aspects concurrently.
>
> Organization development (OD) does NOT include in-service training of separate individuals (one-shot workshops for teachers, principals, etc.) which do not aim directly at system or sub-unit improvement.

8A. Using this definition, do you think that OD activities have gone on in your district at any time since 1964? /10

___1 Yes ___2 Uncertain ___3 No

8B. Did these OD activities last for a period of at least 18 months? (they may not necessarily be under way right now.)

___1 Yes ___2 Uncertain ___3 No /11

9. Do you know of any other school districts where an OD effort may have gone on for at least 18 months?

District	Contact person	Address	Phone

If you answered NO to question 8A or 8B, you need not continue with the questionnaire further. Please return it in the enclosed stamped envelope.

If you answered YES (or UNCERTAIN) to questions 8A and 8B, please continue with Part II of the questionnaire (next page).

Part II -- OD in Your District

We would appreciate your careful attention to the questions below, about the organizational development work that has taken place in your school district. If you are not sure you can answer the questions, please pass this on to the right person. OD work varies a lot from district to district, so we have provided space for write-in comments as well as fixed-answer items. If any questions are difficult or ambiguous, please feel free to comment on them or explain your answer.

If you are not the person who filled out Part I, please answer the following:

1. Name of person filling this out _____ 2. Position _____

3. Mailing address: _____ 4. Phone ( ) _____

_____

First, we would like some general information about your district.

5. How many school buildings? _____ elementary *(12-14)* _____ middle *(15-17)* _____ secondary *(18-20)*

6. About how many students altogether _____ */21-22*

7. About how many professional staff? _____ teachers & other bldg. staff *(23-27)* _____ principals *(28-31)* _____ central office specialists & administrators *(32-35)*

8. How does the district's average expenditure per pupil (excluding debt service and interest payments) compare with that of other districts in your state or province? (Do not worry about being precise; we would like your best estimate.) If expenditures are exactly equalized across your Province or State, please check the 50th percentile.

___1 95th percentile (top 5%)
___2 75th percentile (top quarter)
___3 50th percentile (about average) */36*
___4 25th percentile (bottom quarter)
___5 5th percentile (bottom 5%)

9. What is the district setting?

___1 Metropolitan (city over 300,000)
___2 Urban (other city)
___3 Suburban
___4 Town (10,000 or less, not a suburb)
___5 Village or rural area */37*

10. Approximately what percentage of parents do you estimate fall into each of these categories?

___ Upper middle class (managerial, professional) */38-39*
___ Middle class (white collar, sales, technical, small business) */40-41*
___ Working class (blue collar, skilled, supervisor, service worker) */42-43*
___ Working class (semi-skilled or unskilled labor) */44-45*

TOTAL= 100% of parents

11. Please describe the OD activities that have gone on in the district. Use one line per activity, answering the 5 questions for each.

When activity began	Sub-units involved (bldg, cabinet, etc.)	Number of people involved	Time required (days, weeks, or months)	Type of activity or approach used (enter appropriate numbers from list below)
(46-47)	(48-49)	(50)	(51)	(52-60)

Nine Types of OD Activity

1. Training or education: procedures involving direct teaching or experience-based learning. Such technologies as lectures, exercises, simulations, and T-groups are examples.
2. Process consultation: watching and aiding on-going processes and coaching to improve them.
3. Confrontation: bringing together units of the organization (persons, roles, or groups) which have previously been in poor communication; usually accompanied by supporting data.
4. Data feedback: systematic collection of information, which is then reported back to appropriate organizational units as a base for diagnosis, problem-solving, and planning.
5. Problem-solving: meetings essentially focusing on problem identification, diagnosis, and solution invention and implementation.
6. Plan-making: activity focused primarily on planning and goal setting to replot the organization's future.
7. OD task force establishment: setting up ad hoc problem-solving groups or internal teams of specialists to ensure that the organization solves problems and carries out plans continuously.
8. Techno-structural activity: action which has as its prime focus the alteration of the organization's structure, work-flow, and means of accomplishing tasks.
9. Other _____

12. Are OD activities of this sort still happening in the district?

___1 Yes ___2 No /61

13. If no, when was the last activity carried out? _____ /62-63

CD#02
02/8-9

The questions from this point on do not refer necessarily to specific OD activities, but to the OD effort more generally.

14. OD is usually seen as a solution to a problem or problem area. What were the main problems in the district for which OD was seen as a potential solution.

/10-13

15. What conditions made it possible for OD to begin, including the entry of change agents or consultants.

/14-15

16. What consultants, trainers, or change agents from outside the district assisted with OD activities? Please list them, if you can, in chronological order. Who appeared on the scene first, then who, etc?

Here we would just like a list; later we will ask some questions about how they helped the district. /16

Name	Current position (if known)	Current address (if known)	Current phone (if known)

17. OD activities usually involve the help and assistance of change agents, trainers, or consultants from INSIDE the district. Here we do not need names, only categories.

How many people from inside the district have been involved as internal consultants, helpers, change agents, trainers, etc.---not just as OD participants? Write the numbers who have been thus involved for each role below.

___1 principals or vice-principals /17-18

___2 teachers /19-20

___3 guidance, psychologist or similar /21-22

___4 central office specialists, supervisors or staff /23-24

___5 central office administrators /25-26

___6 parents /27-28

___7 students /29-30

___8 others: _____ /31-32

18. OD efforts often involve different phases or stages. These phases are sometimes marked by different goals and/or activities. What stages have been involved in your district? Fill out as many as apply (refer back to question 11 on page 3 if that will be helpful). If you see only one major stage, please fill in your response for Phase I.

PHASE I: _____ _____
(dates) (name or description of phase)

What were the problems, issues, goals being worked on?

What were typical activities or events in this phase?

PHASE II: _____ _____
(dates) (name or description of phase)

What were the problems, issues, goals being worked on:

What were typical activities or events in this phase?

PHASE III: _____ _____
(dates) (name or description of phase)

What were the problems, issues, goals being worked on?

What were typical events or activities in this phase?

PHASE IV: _____ _____
(dates) (name or description of phase)

What were the problems, issues, goals being worked on?

What were typical events or activities in this phase?

CD#3
03/8-9

19. Here are some detailed questions on the approach taken to OD in your district.

a. At what level did the OD activities focus? Put a "1" by the level which was most frequently focused on, "2" by the next most, "3" by the next most, "4" by the next most. Leave the rest blank.

___ Personal (individual) /10
___ Role /11
___ Interpersonal /12
___ Group or team /13
___ Intergroup (2 or more groups) /14
___ A school staff /15
___ Several schools /16
___ Whole district /17
___ Other: _____ /18

b. How much emphasis did the approach put on process (the way things get done, methods, procedures, organizational issues, etc.) HOW, not "what".

___1 Extremely process-oriented /19
___2 Very process-oriented
___3 Quite process-oriented
___4 Somewhat process-oriented
___5 Hardly process-oriented at all

c. How much emphasis did the approach put on content (specific school programs, products, tasks)?

___1 Extremely content-oriented
___2 Very content-oriented
___3 Quite content-oriented /20
___4 Somewhat content-oriented
___5 Hardly content-oriented at all

d. To what extent was the OD work associated with structural changes in schools, such as multi-unit schools, team teaching, a brand-new school, a reorganization, new units, new positions, alternative education, etc?

/21
___1 Almost always involved structural changes
___2 Very often involved structural changes
___3 Quite often involved structural changes
___4 Sometimes involved structural changes
___5 Rarely involved structural changes
___6 Never involved structural changes

e. To what degree did the OD work use systematic data collection and feedback?

___1 Always used data collection and feedback /22
___2 Very often used this
___3 Quite often used this
___4 Sometimes used this
___5 Rarely used this
___6 Never used data collection and feedback

f. What kind of data collecting methods were used? Put "1" by the most frequently used methods, "2" by the next most, "3" by the next, "4" by the next. Leave the rest blank.

_____ Questionnaires (other than standardized tests) /23
_____ Interviews /24
_____ Observation /25
_____ Available documents /26
_____ Standardized tests /27
_____ Other routinely-collected information (ex: attendance) /28

20. Was the OD approach taken linked to any other large-scale system-change efforts, such as PPBS (Planning, Programing and Budgeting System) or MBO (Management by Objectives)? If so, please describe how this was done. /29-30

21. Many OD efforts have some kind of support structure within the district. Please check those which have been present in your district as the effort has gone on.

___ Coordinator of OD efforts at the district level /31
___ Coordinator of OD efforts at building level /32
___ OD steering or planning group /33
___ Cadre of OD specialists or trainers from within the district /34
___ Released time for administrators or teachers to work on OD planning /35
___ Other: _____ /36

22. What types of prepared materials were used during the OD effort? Please check all those that were used.

___ Reprints from books or journals /37
___ Training manuals or handbooks /38
___ Books, other than training manuals or handbooks /39
___ Forms, directions, etc. for simulations, games /40
___ Forms, directions, etc. for other training exercises /41
___ Questionnaires /42
___ Film videotapes or kinescopes /43
___ Audiotapes /44
___ Case studies /45
___ Slide/tape presentations /46
___ Programmed instruction /47
___ Study guides /48
___ Transparencies /49
___ Computer-based instruction programs /50
___ Still photos /51

23. Did any of these materials, in your opinion, prove to be especially important---perhaps even essential---as the OD effort was going on? If yes, please describe the particular materials as specifically as you can.

Type of material	Specific Description, title, name	Source (if known)

24. We would like you to make a rough-cut estimate of the over-all costs of the OD effort in your district. Do not worry about being precise, but make your best guess.

a. What do you think were the actual dollar costs (other than salaries already being paid when the program started)?

$_____ for released time, substitutes, other special in-district costs /52-54
$_____ for materials, equipment, supplies /55-57
$_____ for travel, living costs /58-60
$_____ for new salaried positions (change agent, coordinator) /61-63
$_____ for external consultant fees and expenses /64-66

$ _____ TOTAL /67-70

b. Secondly, what do you think was the number of person-days put in on the OD effort by people salaried by the district?

_____1 person-days for participants in the OD program /71-74
_____2 person-days for change agents, cadre or helpers from within the district /75-78

25. What were the main sources of funds to support the OD effort? (Please fill in relative percentages so that they total 100%). /79

School funds	____%
Federal Grant	____%
Provincial or State Grant	____%
Foundation Funds	____%
Other (write in)	____%
_____	
	100 %

CD#4
04/8-9

26. OD efforts do not occur in a vacuum. We are interested in the other efforts to improve education in your district which were occurring while the OD effort was going on. If there were important change efforts going on in any of the categories below, would you list them? /10-11

Type of change effort	Approx. dates	Name or description of change effort
Instructional innovations	_____	_____
	_____	_____
Mandated changes (ex. desegregation, bilingual)	_____	_____
	_____	_____
Special projects:	_____	_____
	_____	_____
Hiring/firing of key personnel	_____	_____
	_____	_____
Other	_____	_____
	_____	_____

27. During the time period that the OD effort was going on, what was the general pace of educational change effort in your district. /13

____ Faster than usual
____ About the same as usual
____ Slower than usual

28. In your judgement, how did the OD effort relate to the other change efforts that were going on in the district at the same time? /14

___1 The OD work caused many other change efforts to take place.
___2 The OD work caused a few other change efforts to take place.
___3 The OD work had a supporting or sustaining fuction, but did not directly cause other change efforts.
___4 The OD work was largely irrelevant to other change efforts.
___5 The OD work served to slow down or block other change efforts.

29. Consider the OD effort as a whole, what would you say about its consequences, its results? Some may be good, some bad. Some may have been expected, and some may have been surprises.

a. First, what good consequences do you see, that were expected? /15-18

b. Why do you think these results occurred? /19-22

30. a. Next, there may have been some good consequences that were unexpected, were a surprise to some extent. What were some of these? /23-26

b. And why do you think these occurred? /27-30

31. a. There may also have been some undesirable or negative consequences of the OD effort. What were some of these? /31-34

b. And why do you think these occurred? /35-38

32. a. What effects did the OD effort have on students and their learning (in or out of the classrooms)? These effects may have been direct, or through teachers and administrators. Please describe any effects of this sort as specifically as you can. /39-42

b. Why do you think these occurred? /43-46

33. Is OD work still continuing in the district as of this time?

___1 Yes ___2 Uncertain ___3 No /47

(If no, SKIP to question 34)

a. Why do you think it has continued? /48-49

b. What is your prediction about the future of OD in the district? /50-51

34. If you answered NO to question 33:

a. When was the last OD work in the district? _____ /52-53
year

b. Why do you think OD did not continue? /54-55

35. Now a few questions about consultants, trainers or change agents that helped with the OD effort. Please refer to question 16, page 4.

Of the consultants that came from outside the district, please pick the two that stand out the most in your mind. (If there was only one answer accordingly) /56-57

Consultant 1: _____ _____ _____
Name Total days spent with OD effort

What did this person do that was especially helpful? /58-61

Can you think of something he or she did that was not particularly helpful? /62-65

/66-67

Consultant 2: _____ _____
Name Total days spent with OD effort

What did this person do that was especially helpful? /68-71

And what did he or she do that was not particularly helpful? /72-75

CD#5
05/8-9

In question 17 you gave categories of inside change agents, people from within the district who helped with the OD effort. Here too, please pick the two that stand out the most in your mind.

36. Change agent 1: _____ (Name) _____ (Position at the time) (10) _____ (Total days spent with OD effort) (11-12)

a. How did this person get involved as a helper in the first place? /13-14

b. What type of training or preparation did the person have for his or her helping role? (If known) /15-16

c. Is this person affiliated with any outside professional OD groups or associations? If so, what are they? /17-20

d. What did this person do that was not especially helpful? /21-24

e. Can you think of something he or she did that was not especially helpful? /25-28

37. Change agent 2: _____ (Name) _____ (Position at the time) (29) _____ (Total days spent with OD effort) (30-31)

a. How did this person get involved as a helper in the first place? /32

b. What type of preparation or training did the person have for his or her helping role? (If known) /34-35

c. Is this person affiliated with any outside professional OD groups or associations? If so, what are they? /36-37

d. What did this person do that was especially helpful? /40-43

e. And what did he or she do that was not especially helpful? /44-47

38. Thinking about the OD effort as a whole, are there reports, documents or other materials that would help us understand it better? If Yes, please list the titles briefly here; we will contact you about obtaining copies. /48

39. How has the OD effort been formally evaluated during its operation? (If evaluation documents or reports, exist, please be sure they are listed under question 38) /49-50

40. Has anything been done, as far as you know, to communicate what was done in your district's OD effort to other districts? Please check all those that apply.

___ Sent out reports or materials (51)
___ Others visited us (52)
___ We visited other districts to explain our work (53)
___ We sent consultants to other districts (54)
___ Informal contact with people from other districts (55)
___ Explained our work at conference or workshop (56)
___ Wrote articles for journals, newspapers, magazines (57)
___ Other: _____ (58)

41. Are there other people, in or out of the district, who could provide us with additional information on the district OD effort?

Name	Location	Type of information /59

42. Thinking back over the OD effort as a whole, do you wish that anything had been done differently?

If yes, please describe, and explain why you feel that way. /60-63

43. As of now, what unanswered questions or puzzles about OD are in your mind? /64-67

44a. Do you think that OD should be used more widely in this country's schools?

___1 Definitely think so /68
___2 Yes, probably
___3 Not sure
___4 Doubtful that it should
___5 Definitely not

b. Can you say why? /69-70

45. Do you know of any other school districts where an OD effort has gone on for at least 18 months? /71

District	Contact person	Address	Phone

46. Any other comments or suggestions:

Many thanks for your help. Please return the completed questionnaire in the enclosed stamped envelope.

APPENDIX C

SPECIFIC MATERIALS IDENTIFIED AS IMPORTANT OR ESSENTIAL FOR OD PROGRAMS

3* Schmuck et al, Handbook of OD in Schools
3 American Management Assn., Improving Managerial Performance
3 University Associates, (various, including handbooks of exercises)
3 MBO books/manuals (Hartley, Alioto, Schomer, Odiorne, Mager, Control Data Corp.)
2 General Motors Corp.; Survey feedback guide
2 National Academy of School Executives, manual
2 State accreditation manuals (North Carolina, Michigan)
2 Organizational Renewal (Lippitt), manual
2 Addison-Wesley OD series ("6-pack)

1 mention each: (usually a manual or guide)

CFK, Inc. (IGE materials)
Management Responsibility Guide (MRG)
Teleometrics
Wisconsin R & D Centre (IGE materials)
Centre for Constructive Change (Durham, NH)
Selection Research, Inc., Lincoln, Deb
Hunter, Encounter in the classroom
Schomer, Team-Building Kit
Aggerback, Handbook of change
Province of Ontario, Co-operative Evaluation Manual
Northwest Regional Educ. Lab., Interpersonal Communication Handbook
National Diffusion Network (Wisconsin Design, Project Me., etc.)
Gordon, Parent Effectiveness, Teacher Effectiveness Training
Likert, Survey of Organizations
Gerringer, Training manual

* Number of mentions

APPENDIX D

Predictors Entered in the Regression Equations

	Gammas with:		
	Impact	Attitude	Institu-alizat
Linkage to MBS or PPBS	- 11*	.23*	.0
Wealth of district	-.21	.08	.2
Duration of OD program in years	.37	.35	.0
Structural emphasis, initial (14 districts)	.08	.33	-.3
Task emphasis, initial	.32	.24	.3
Educational issues emphasis, initial	.47	.35	.1
Personnel development emphasis, initial	-.39	-.30	-.3
Number of external consultants used	.31	.11	-.0
Scope (extensiveness) of staff involvement (low)	-.22	-.14	-.1
Structural emphasis, Phase I (4 districts)	.41	.80	1.0
Task emphasis, Phase I	.27	-.12	.2
Educational issues emphasis, Phase I	.43	.24	-.1
Personnel development emphasis, Phase I	-.22	-.02	-.2
Structural emphasis, Phase II (3 districts)	.67	.49	-.0
Task emphasis, Phase II	.49	.39	.1
Educational issues emphasis, Phase II	.26	.19	.2
Personnel development emphasis, Phase II	-.01	-.16	-.0
Number of inside change agents	.30	.16	.0
Lack of content orientation	-.18	-.03	-.1
Lack of structural orientation	-.33	-.28	.0
Lack of data feedback orientation	-.13	-.28	.0
Presence of district co-ordinator	.05	.46	.3
Presence of building co-ordinator	.19	.16	.4
Presence of OD steering/planning group	.33	.11	.1
Presence of OD cadre (specialists, trainers)	.09	-.02	-.0
Presence of released time provisions	.29	.21	-.0
Use of training manuals	.20	.01	.2
Expenditures for released time	.30	.13	-.0
Expenditures for materials	.23	.38	.0
Expenditures for travel	.12	.23	-.1
Expenditures for new positions (change agent, etc.)	.00	.50	-.0
Expenditures for external consultants	.26	.18	-.1
Total expenditures for OD	.31	.35	-.1
Annual expenditures for OD	.18	.34	-.0
Proportion of costs Federally supported	.35	.38	-.1
Presence of instructional change in district	.24	.35	.2
Presence of mandated change in district	.19	-.30	.2
Presence of personnel changes in district	.27	.17	.0
Pace of change in district (slow)	-.25	.30	-.1
Days spent by most salient outside consultant	.24	.41	-.3
Days spent by most salient inside change agent	.06	.40	-.2
General approach to OD (system-oriented)	.32	.25	.1
Use of training activities	.19	.06	-.0
Use of data feedback activities	.17	.06	.0
Use of problem-solving activities	.24	-.02	.1
Use of OD task forces	.20	.17	.1
Use of techno-structural activities	.10	.22	.3

* r's, rather than gammas

Appendix E

Discarded Predictors of Outcome+

	Impact	Attitude	Institution-alization
District size	-.01	-.01	.09
District wealth (poorness)	-.21	.08	.22
Ruralness of setting	-.01	.06	.08
Percentage upper middle class	.06	-.13	.10
Percentage middle class	-.04	.04	-.12
Percentage blue collar	-.17	09	-.08
Percentage working class	-.10	-.01	.10
Lowness of socio-economic balance	-.02	.03	-.01
Lateness of starting year++	.33	-.35	.12
Comprehensiveness of units worked with	.05	.04	-.11
Use of process consultation	.13	-.09	-.06
Use of confrontation	-.10	-.18	.11
Use of plan-making	.09	-.06	.06
Initial socio-emotional emphasis	-.14	-.41	-.05
Initial output emphasis	.10	-.08	.15
Initial external educatinonal emphasis++	-.23	.27	.20
Initial sub-system emphasis+++	-.37	.02	-.38
No. of principals used as change agents++	.10	.04	.12
No. of teachers used as change agents++	.23	.16	.03
No. of guid. couns. used as change agents++	.21	.06	-.08
No. central office spec. as change agents++	.12	-.15	.01
No. central office admin. as change agents++	.16	.04	.06
No. parents used as change agents++	.44	.14	-.10
No. students used as change agents	.21	-.13	-.12
Phase I emphasis external ed issues+++	.15	.72	.37
Phase I emphasis on subsystem issues+++	.41	.80	.32
Phase I emphasis on output+++	-.03	.31	-.04
Phase I socio-emotional emphasis+++	.22	.14	.04
No. of internal OD agents involved+++	.46	-.28	.23
Length of first OD phase+	.13	.26	.22
Number of OD phases+	.27	.28	.20
Phase II emphasis on external ed issues+++	-.14	-.35	-.01
Phase II emphasis on subsystems+++	-.17	.09	.30
Phase II emphasis on output	-.01	-.16	.01
Phase II socio-emotional emphasis	-.17	.11	.20
Level of OD activities: personal	-.08	.09	-.09
Level of OD activities: role	-.02	.20	.21
Level of OD activities: interpersonal	.40	.03	-.15
Level of OD activities: group or team	-.14	.15	.12
Level of OD activities: intergroup	-.14	.36	.05
Level of OD activities: school staff	-.02	-.13	.03
Level of OD activites: several schools	-.26	.14	.15
Level of OD activities: whole district	-.01	-.09	.17

	Impact	Attitude	Institution-alization
Lack of process orientation	.28	-.17	-.08
Use of MBO (Management by Objectives)++	.13	.20	-.20
Use of PPBS (Prog. Planning Budgeting)+++	-.02	.53	.21
Proportion of funds given by school	-.10	-.21	.07
Proportion of funds given by state	.36	.57	.63
Formalization of change agent	-.09	.11	.10
Change agent			
Inside change agent: job-initiated involvement+++	-.15	.01	-.01
Formal preparation of inside change agent+++	1.00	-.33	.00
Informal preparation of change agent+++	.39	.05	
Prof. affiliation of inside change agent+++	-1.00	-1.00	.00
Size of district staff	-.01	.04	-.13

+ Most of these predictors did not bear significant relationsip to outcomes, and were not entered into the regression equations.

++ Discarded because artifactually correlated with other variables (eg: lateness of starting year with length of OD).

+++ Gammas not meaningful becuase of small N, usually under 10 cases.

We might briefly comment on a few predictors which were discarded even though they showed moderate relationship to outcome — usually because they were part of a larger set of similar variables which showed no relation, or because they overlapped with other measures.

Use of parents as change agents. Two-thirds of the districts used no parents in this role; 43% of these districts had high impact while 53% was the high-impact rate for the whole sample. 75% of parent-using districts had high impact. We suspect that the use of parents is confounded with the over-all scale of the program.

Level of OD activities: interpersonal. This variable only had 32 cases and so was excluded. Of the 11 districts ranking the level of their OD activities as primarily "interpersonal", 58% had low impact, while the low impact rate for the sample as a whole was 34%. This fits with other data showing that staff development approaches (which tended to emphasize interpersonal skills) were a lower-yield general approach.

Lack of process orientation. This finding seemed anomalous at first. We discovered that 68% of the 37 districts who said their OD work was "extremely" or "very" process-oriented had low impact, when the low-impact rate for the sample as a whole was 48%. It developed that over a third of these cases were from the low-yield "personnel development" approach, which tended to emphasize process without accompanying emphasis on content, which the regression analysis showed was important for impact.

Socio-emotional orientation, Phase I. Presence of socio-emotional emphasis did not hold up either at initiation or in Phase II, so it was excluded. However, we noted that 62% of those mentioning it showed high impact; those who did not mention it had a high-impact rate of 47%.